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ABSTRACT

The Detroit Hearings are an effort at developing an additional method of collaboration between the city and the university. The aim is to develop an environment of collaboration around major areas of concern out of which a wide range of collaborative efforts could develop. It is both a complement and supplement to the traditional methods of consultations, grants, contracts, and joint institutions. The Hearings method is based on a collaborative-consortial arrangement, where the partners have a broad general concern and where neither the specific needs nor capability of responding are clearly defined. The Hearings were one of four elements funded through a National Science Foundation grant given jointly to the City of Detroit, the University of Michigan, and Wayne State University, for the purpose of developing consortial means of collaboration in dealing with city problems and making available scientific knowledge and personnel for that purpose. This report describes how the hearings were organized, what happened at them, and what is coming out of that experience. A brief description is also included of collaborative projects resulting from the hearings that will need funding support. (LBH)

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THE DETROIT HEARINGS

A Model for City/University Collaboration on Urban Concerns

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THE DETROIT HEARINGS

A Model for City/University Collaboration on Urban Concerns

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Detroit, Michigan
1977

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INTRODUCTION

The Detroit Hearings are an effort at developing an additional method of collaboration between City and University. The aim is to develop an environment of collaboration around major areas of concern out of which a wide range of collaborative efforts could develop. It is both a complement and supplement to the traditional methods of consultations, grants, contracts, and joint institutions.

The traditional methods are generally based on a service-agency/client relation, where the client has clearly defined needs and the service institution a clearly defined capability of responding to these needs.

The Hearings method is based on a collaborative-consortial arrangement, where the partners have a broad general concern and where neither the specific needs or capability of responding are clearly defined. The Hearings are an effort to provide the environment where needs and capabilities are clearly defined and where the issues can be joined.

This is the report on these hearings.

The Hearings were one of four elements funded through a National Science Foundation Grant given jointly to the City of Detroit, the University of Michigan, and Wayne State University, for the purpose of developing consortial means of collaboration in dealing with city problems and making available scientific knowledge and personnel for that purpose.

The other three elements will be described in another report. They were :

First, the development of 14 policy option papers prepared by academic experts in response to a list of issues prepared by the city.

Second, a survey of records and personnel regarding WSU-City, UofM-City, and City - UofM,WSU grants, contracts, and consultation arrangements regarding city problems over the past ten years.

Third, A review of the literature dealing with University-City collaborative models and the related experience.

The four activities are combined into a report to NSF and to the participants of the four elements. The project was designed to provide immediate collaboration of City and University on a series of issues, see what the pattern and success of previous relations had been, find out what we know from the literature about collaborative models in other cities, and by means of the hearings, develop a new model of collaboration.

In this report we describe how the hearings were organized, what happened at the hearings, and what is coming out of that experience. In addition we provide a brief description of collaborative projects which are coming out of the hearings and which will need funding support.

We would like to thank the National Science Foundation for this unique opportunity and the prime investigators of this project -- Anthony DiVeto, William Haber, and Ronald Haughton (for the City, University of Michigan, Wayne State University) -- Richard Simmons Jr., John Musial, Sue Smock, Mary Clayton, Ed Cushman from the Center for Urban Studies ; Stephen Whithey of the Institute for Social Research, Larry Berlin and Bill Cave of the Department of Adult and Continuing Education of the University of Michigan; John DeWitt, Eric Fenster, James Anderson, Eric Bockstael, Chris Johnson, Richard Place, and Charles Parrish of Wayne State University; and Michael Usdan President of the Merrill-Palmer Institute , for the organizational assistance and participation without which this program would never have come about. Finally we would like to thank Wendy Seay , Gary Saganski, and Judith Strange for their critical help, and the many others who presented papers, ideas, and suggestions.

THE HEARINGS PROCESS

The Hearings Process consists of five (5) stages:

1. Selection of Subject Areas
2. Organization of Hearing
3. Invitation to Participants and Public
4. Holding of the Hearing
5. Follow-Up

The purpose of the hearing format should be clearly spelled out. We did this in the working papers which were given to all participants and are included in the appendix.

> "The Hearings are an experiment designed to meet one of the major concerns arising out of the new literature dealing with City-University collaboration. Briefly stated, this concern is based on two realities - the difficulty the city finds in using many urban-oriented human and material resources of the University and the difficulty the University has in organizing these resources to meet specific city needs. It is also an effort at identifying more long run areas of mutual collaboration."

Selection of Subject Areas

Once the idea of testing the hearing format was accepted by the consortial partners (the City of Detroit, the University of Michigan, and Wayne State University) the question was what subject areas should be selected for this format. We used the following criteria.

> First, areas of known concern to both University and City personnel where individual or collective collaboration was minimal;
>
> Second, areas of known concern where the hearing format might provide an environment for city and university people finding partners for consultations, grant proposals, etc., that is basically one-to-one collaboration; *

* An advantage of a hearing is that the participants can observe a potential partner in action without have to make some sort of invitation or commitment to that person. In this sense the format deals with the need for the city to know more about the resources available at the University.

Third, areas of known concern where the hearing format, by providing an opportunity for the city to state its needs, might lead the university people to organize themselves in such a way as to be useful to the city and develop inter-disciplinary multi-expert working groups;

Fourth, areas of known concern where the hearing format could provide action on immediate issues, long run issues, and advances in knowledge about urban life;

Fifth, areas of known concern where the hearing format would lead to education of the general public on important issues confronting them.

When we combined these criteria with the time and people available we settled on five issues:

Human Resource Development and Adult Education
Neighborhoods
Ecology, Energy, Environment
Cultural Development and Cultural Action
Urban Life Cycles

Once these issues had been selected the second stage of the process was initiated.

Organization of Hearing

Representatives of the three consortial partners were asked to identify two to four people from their organizations, who would participate in each hearing, and one or two people not from the three consortial members who would add needed expertise, be sources of funding for collaboration which might arise out of the hearings or who would be useful additions for any number of reasons.

The coordinator for all of the hearings then contacted these people personally and then followed this by an individually typed letter of invitation with a description of the entire set of hearings and a discussion paper for the hearing the individual would be involved in. (See appendix).

The Conference and Institutes Department of Wayne State's McGregor Memorial Conference Center was contacted to provide physical facilities and conference services, including advice

on group dynamics.

The Hearings were designed to allow 14-16 people to interact around the hearing subject and next steps if desired. These 14-16 people would sit on the outside of a U-shaped table facing the Hearing Officer and the recorder. Presentations would be made from their seats. At the end of about three (3) hours of such interaction the audience, limited to about 36 people would be allowed to interact. About one hour was allocated to this process. After the total of four hours of hearings the core group of 14-16, the Hearing Officer, and the recorder would go to another location for a meal which would provide occasion for informal small group discussion and for decision on next steps for either small groups or the entire group of 14-16.

At the start of each hearing all participants received the materials included in the appendix of this report, and were verbally informed about the purpose of the hearings and what was happening at the other hearings. Then the hearing would start. The idea was to develop a real working atmosphere which could evolve a desire and some next steps for collaboration around real issues.

The consortial partners were kept informed about the progress of the hearings.

Invitations to Participants and the Public

As described above initial personal contact was followed up by individual letters. Two unexpected processes occurred: first people decided to meet before the hearings to develop a group approach to the issues ; second, in some cases the invited participants felt that other people were critical to the hearings so that some groups grew far beyond the 14-16 figure around which the format was organized.

The structural effect was that a seminar on paid educational leave was added to the Human Resource Development and Adult Education Hearing; the Neighborhood Group started working on a working paper and organizational structure for a working group on neighborhoods; the Cultural Development and Cultural Action Hearing created two working groups: one designed to develop an overall cultural needs assessment and plan for the city of Detroit and the other to develop a massive social

history as cultural action project. In other words action began even before the first hearing was convened.

Individually addressed but mass duplicated letters describing all the hearings were mailed to a large number of institutional leaders and experts at both Wayne State University and the University of Michigan. The City was informed of the Hearings by means of an agenda item at the City executives weekly meeting and individual letters to key city people. All those working on the other aspects of the NSF Grant were also informed.

The public was informed by means of radio interviews and contacts with editorial writers and columnists. Again, we wanted people to know that something was happening but we felt that it was only after the hearings were completed and evaluated that a mass public education effort should be made.

Holding of the Hearings

Originally we had wanted to hold one hearing per week starting in mid-May and going into mid-June. The schedules of key individuals made this impossible, thus the hearings were held at the following times and dates :

Human Resource Development and Adult Education	June 3 2-6 pm
Paid Educational Leave Seminar	June 3 and 4
Neighborhoods	June 6 9 am - 1 pm
Ecology, Energy, Environment	June 7 9 am - 1 pm
Cultural Development and Cultural Action	June 7 2:30 - 6 pm
Social History as Cultural Action	June 7 2:30 - 6 pm
Urban Life Cycles	June 8 2:00 - 5:30 pm

(Note: The meetings were all followed by one to three hour core group discussions)

Each hearing developed its own dynamics as a result of the level of abstraction of the subject area, the readiness of people to see practical outcomes, the personalities involved, and the format around which the hearing focused.

The Human Resource Development and Adult Education hearing focused around two papers included in the appendix which acquired the names of the Workingman's Sabbatical and the Training Model for Working Adult Oriented Degree Programs. The bulk of the hearing was devoted to analyzing the concepts and developing a unanimous consensus around

the importance of getting the group organized to implement them. Specific aspects and their feasibility were discussed toward the end of the hearings. The concepts were thus explored at all levels, were deemed to be of critical importance in dealing with a wide variety of city-oriented needs, and then became the focal points for further action by a very broad group of key people.

The Paid Educational Leave Seminar which had grown out of the above hearing even before the hearing was held focused around an indepth discussion of what was happening in Europe and the United States in this area. Top experts reported on the current situation and participants included representatives of the people who would take such paid educational leaves and institutions and organizations which would be affected. A working group and a number of projects developed out of the seminar before it was over. More can be expected.

The Neighborhood Hearing was organized around 14 short presentations (included in the Appendix) which had been prepared as a result of two meetings prior to the hearings. The papers not only showed the expertise available but led to a consensus that a working group which could provide a wide variety of services in relation to neighborhoods had been formed as a result of the hearings and that an organizational plan would be the subject of the next meeting.

The Ecology, Energy, and Environment Hearing was organized around a number of presentations which, unlike all the other Hearings were not available to the participants before the hearings. This had an interesting impact. The papers were read and the response was directly to the papers. At the other hearings the people who had written papers did not read them but summarized them. This resulted in less focus on the papers and more focus on the general subject. The areas covered at the hearings were quite specific but the wide range of these specifics,from the need of Archeological Environmental Impact Statements for major city construction work to the Sludge Problem of the City's Water Treatment Plant, allowed a short general discussion towards the end of the Hearings.

The Cultural Development and Cultural Action Hearing was organized around a theoretical paper on the concept which is being used for policy and action in Europe and the third world. It brings to our attention the fact that cultural considerations are of equal weight to economic and social considerations when discussing the viability of a city and that there many thousands of professionals and workers engaged in this area of activity. The paper was given to a joint

session of this hearing and the social history hearing. It was followed by a specific set of proposals for a massive social history project which would bring together university based historians, various city history related departments, and the school system. After these two papers the hearings divided into two groups. In the case of the Cultural Development group the discussion focused around the Cultural Needs of Detroit, the role of various city agencies and university personnel in providing these needs, and the importance of having a functional concept of "cultural worker". Some key participants were not present because of State Legislative activity related to the State's art and cultural budget which created an unanticipated conflict. The social history hearings detailed a specific plan of action.

The Urban Life Cycle Hearing was based on a very short concept paper which the participants had received some time before the hearings. The concept was the most abstract of all discussed at the various hearings and the least popularized (mass media or even professional journals). The various experts assembled - child development, youth problems, family, mid-life issues, gerontology - could not easily relate their concerns and expertise to the concept or through the concept to each other. The participation of city personnel was quite modest. This all resulted in great frustration. The frustration led to a number of people leaving during the coffee break (after two hours of discussion) and the rest pulling the concept to the ground till they had a number of practical things which could be done. Thus even this hearing will result in some important proposals on very important city issues.

After each hearing we distributed an evaluation form (see Appendix) to the invited participants. The participants had about 5 - 10 minutes to fill them out. This was done by nearly all participants except for those who left during the coffee break at the Urban Life Cycle Hearing and a number of people at the Social History Hearing who took the forms home to fill out. The non-invited participants were not given the forms, nor were people who just dropped in to listen to the hearings. One hundred and fourteen forms were collected. About 20 people did not fill them out, though we might still get them in the mail, and another 60 or so people were listeners who stayed for a large part or all of one hearing. The following tables and their analysis form part of our evaluation of the hearing format.

TABLE I : EVALUATION OF HEARINGS

		HUMAN RESOURCE DEVELOPMENT & ADULT EDUCATION	PAID EDUCATIONAL LEAVE SEMINAR	NEIGHBORHOODS	ECOLOGY, ENERGY & ENVIRONMENT	CULTURAL DEVELOPMENT & ACTION	SOCIAL HISTORY	URBAN LIFE CYCLES	TOTALS
Did the Hearing Measure Up to Your Expectations	YES	27	14	22	11	8	9	4	95
	NO	1	-	4	2	-	-	3	10
	NO RESPONSE	3	-	1	1	2	1	1	9
Was this a Positive Event for You Personally	VERY MUCH SO	13	8	6	4	4	5	2	42
	WAS WORTH EFFORT	15	5	17	8	4	4	2	55
	WAS OK	2	-	4	1	2	1	3	13
	NOT VERY	-	1	-	1	-	-	1	3
	NOT AT ALL	-	-	-	-	-	-	-	-
	NO RESPONSE	1	-	-	-	-	-	-	1
Did it Provide a Meeting Place for People who should Know Each Other But Didn't	YES	25	14	25	14	9	7	7	101
	NO	2	-	-	-	1	-	-	3
	NO RESPONSE	4	-	2	-	-	3	1	10
Will You Continue as a Participant in a "Working Group"	YES	28	13	26	13	9	9	7	105
	NO	1	-	-	1	-	-	1	3
	NO RESPONSE	2	1	1	1	-	1	-	6
NUMBER OF RESPONSES		31	14	27	14	10	10	8	114

Analysis of Table I

While the question "Did the Hearing Measure Up to Your Expectations" is a subjective one, the responses indicate that of those responding the overwhelming majority did state that the expectations were met with the exception of those attending the Urban Life Cycles Hearing. At this latter hearing only a slight majority of those responding indicated that their expecations were met.

The more specific question "Was this a Positive Event for You Personally" gave an even stronger endorsement to the idea of the hearings and the experience in the specific hearing they attended. No one responded by stating that the hearings were totally negative experiences for them. Only one person at the Paid Educational Leave Seminar, the Ecology, Energy, and Environment Hearing, and the Urban Life Cycle Hearing stated that it was not a very positive experience. All the rest either stated that it was a very positive, worth the effort, or an OK experience. This is 97% of the respondents. If we remove the "OK" group we find that over 85% of the participants of each hearing felt that it was a very positive or worth-the-effort-experience, with the exception of Cultural Development which had 80% and Urban Life Cycles which had 50%.

We can thus summarize that the hearings were a positive event for the vast majority of participants.

An analysis of the two behavioral response questions (as distinguished from the two attitudinal questions above) gives an even more positive response to the worthwhile nature of the hearing format.

In responding to "Did it Provide a Meeting Place for People Who should Know Each Other but Didn't" over 90% of those responding from each event answered in the affermative. In this sense the hearings provide a meeting place,which is absent from and very much needed,for a high level of university-city collaboration, use of mutual resources, and the utilization of scientific knowledge and personnel for dealing with key urban issues.

The response to "Will You Continue as a Participant in a 'Working Group'" is even more encouraging. The response here was nearly unanimous. It indicates the strong desire of most

academics to want to be useful and the interest of city people to use them, given the opportunity to meet each other. The response to this question, coupled with the fact that each group has arranged for one or two follow-up meetings, also indicates that the hearings may be a first step in organizing university resources to be useful to the city. By including city people with academics in the "working groups" one might expect that the key problem in university research as it relates to usability by decision makers or implementers in the city might be solved. By having mutual participation in the planning and execution of the projects the city people have an input from the begining to guarantee usefullness, and by being working partners they are sure to keep it useful. In addition the type of collaboration a working group demands will create personal contacts which will maximize collaboration even further. On the otherhand the academics not only accomplish their goal of being useful and having their materials used, but they gain invaluable information from their working partners on the issues studies.

While the creation of at least eight (8) working groups out of these hearings indicates that the first few steps in a wide range of collaborations have been taken, only time will tell if a model has been found for long-run and intensive mutual collaboration has been discovered.

Analysis of Questions 2 and 7

The questions on Table I and their responses give us good insight into the subjective judgements of the participants relative to the hearings and analysis of objective outcomes. The open-ended questions 2 and 7 give us insight into the participants views of what happened (the process) and what should be done (the follow-up).

Question 2 was "From your perspective, what actually happened ?" (See appendix for actual responses). Over 95% of the respondents described a situation in which a wide variety of expertise was shown and a wide variety of subjects discussed, within the focus of that particular hearing's subject area. This indicated that the basic function of the hearing -- a first-step environment of exchange -- did occur. Some were satisfied with this first step, others wanted more. This was to be expected as the success of the hearings depended on a) the participation of people with expertise and need for each other b) the absence of an effective means of either using their expertise or meeting their needs. The conclusion

can be reached from the responses to question 2 from all the hearings that the hearings met the need for an environment in which experts and needers of expertise could meet each other. This was indeed their goal.

Question 7 was "What are the next steps you would urge for the group in the hearing you attended ?" (See appendix for actual responses.) Over 95% of the respondents recommended the continuation of the group. This was matched by the overwhelming response indicated in Table I to their personal willingness to continue in a working group. The overwhelming majority wanted the next step to consist of setting up a working structure which would continue working on the general subject area and focus in on specific projects which required planning and funding. Others wanted further clarification of the issues raised, which required continuation of the group. The conclusions which can be reached from the responses to question 7 from all the hearings are that the hearings provided an environment which led to action in meeting participant needs in relation to major city issues.

One issue which should be observed as time goes on, other than the success of the working groups, is if the groups will pull the ladder up to their level, or in other words, will they,while moving ahead to the second, third, and following steps, continue to provide an environment for the first step,for those not in their working group. Will the hearing format continue to be used for other city issues?

Analysis of Actions Taken During the Hearings

Another indicator regarding the function of the hearings (other than answers to the evaluation form) is what collective action was taken at the hearing. We know of a number of person-to-person relations which grew out of the meetings in the form of consultative relations between government officials and university experts on the issues discussed at the hearings. There are certainly more such relations that developed than we know about and we are certain that more will develop, but the collective actions that resulted were most significant. The methods of deciding on them differed from hearing to hearing.

The Human Resource Development and Adult Education hearing moved by consensus to meet again, continue working, and develop three perhaps four projects: a proposal to NEH for a humanities institute geared to degree programs for working adults; a proposal for a pilot project of workingmen's sabbaticals in both the industrial and public sector in Detroit to the Department of Labor and others;

a working group to inform Detroit institutions, organizations, and individuals, of the opportunities for working adults offered by the University Studies and Weekend College Program; and an effort to find funding for spreading the word to other urban-industrial areas in the U.S. Further detail on these is given in the next section of this report. The group will meet again in June.

The Paid Educational Leave Seminar left with a consensus that three objectives were critical for its next organizational steps: spread the word to a wider public; make contact with people in Michigan and other states who are dealing with this issue to see what they are coming up with; make the issue real in Michigan.

The Neighborhoods hearing, by formal vote, voted unanimously to create a city-university working group on neighborhoods, and that this group at its next meeting develop an organizational structure which can simultaneously identify neighborhood problems on a metropolitan-wide basis, get reliable information on specific neighborhoods and provide assistance for policy making, delivery of services, and specific needs of government and community groups. This group will also meet again in June and in the meantime make probes for funding possibilities.

The Ecology, Energy, and Environment hearing moved by consensus to meet again, look into specific areas for specific cooperation, and develop an organizational structure to deal with other issues and larger questions.

The Cultural Development and Cultural Action Hearing moved by consensus to develop suggestions for a general philosophy for Detroit cultural development, survey cultural needs and resources, propose an education-training program for cultural workers, and develop a general strategy. The group will probably meet again in June.

The Social History as Cultural Action Hearing developed a plan for a major social history project for Detroit as well as a number of specific services. These will be worked out in detail during June and submitted to the group at its next meeting on June 24th. Funds for a feasibility study and for some of the services will be sought.

The Urban Life Cycles hearing accepted the informal motion to meet again during the first two weeks of July and to develop a proposal which would provide life-cycle data for the Detroit Master Plan as a critical predictor. The project would involve a consortium of the Wayne State University and University of Michigan Center for Gerontology, Merrill-Palmer Institute, the Center for Urban Studies, and the City.

Finally, key people from each of the hearings will form a group that will maintain liaison between the various working groups and that will encourage the holding of further hearings in subject areas not covered by the series of hearings described in this report. They will be searching for funding in these regards.

Follow-Up

The hearings process has developed its own follow-up. Each hearing group will now devote its energies to clarifying relevant projects and finding the resources necessary to carry them out. Cooperative relations have and will develop among individuals and their institutions out of the contacts made at the hearings. At the same time a major effort will be made to keep the hearing format active in relation to other city issues.

The report on the hearings will be sent to all participants, to all who were invited and couldn't come, and to a long list of names which has been developed out of the hearings. The office of the mayor, city departments, the city council, metropolitan wide governmental agencies, and most higher education institutions have been made aware of the hearings and will be interested to see what develops out of them.

PROJECT PROPOSALS

As stated above, a number of concrete actions and proposal ideas have emerged from the hearings. These are being developed and refined by the working groups and will become the first stage focus of their collaborative activity. What follows is a brief summary of the basic concept and the projects related to them.

The Workingman's Sabbatical

Concept : By linking a year-long paid educational leave to dealing with structural unemployment this may be an idea whose time has come at the end of the 20th Century, much as the eight hour day and the Land-Grant College Act came at the end of the 19th Century.

Key features in this proposal are:

1. It is financed by the Federal Government, not out of collective bargaining agreements.

2. The recipient of the sabbatical is neither the unemployed nor the person already having a college education.

3. While the person who has worked and paid taxes is for once the recipient of the benefit, a year off to go to school, the unemployed gets a chance at a job.

4. When enacted it would reduce unemployment by over 2 percentage points at no additional cost to the tax payer.

5. At no additional burden to the tax payer, it would allow the higher education sector to constructively readjust for the 21st Century.

6. It would provide great opportunities for industry and city governments in up-grading the workforce, improving the quality of the work-place, and increasing productivity.

7. It would greatly increase the use of educational benefits already won by collective bargaining agreements and now only most moderately used.

8. It would allow family and even communities to study together avoiding the problems created by educational opportunity for only one family member or a few community residents.

Key elements in this proposal are:

1. The federal government would establish two (2) million Workingmen's Sabbaticals.

2. One million would go to people without college degrees who have worked for seven or more years. They would receive $10,000 tax free, $1,000 for tuition, and $250 for books and other costs. If the second member of the family also wishes to go to school, the family gets an additional $2,000 tax free, an additional $1,000 for tuition, and an additional $250 for books. The government continues social security payments and the employer, fringe benefits.

   The recipients sign an agreement that they will not seek full-time employment during this period. The employer signs an agreement that the recipient will get the job or a better one back at the end of the year, that the job will be filled, and that an additional person will be hired to replace the opening which results in its

work force.

3. One Million would go to people between the ages of 18 and 24. They would receive $4,000 tax free, $1,000 for tuition, and $250 for books and other costs. They would be going to school while working in an urban conservation corps administered through the community colleges.

4. The rough costs of the program for the two (2) million (Assuming that all second members of working families take advantage of point 2) is $19,750,000,000 or about 60% of the cost of two million unemployed as estimated by the Secretary of Labor.

In short by vacating 1 million jobs at the experienced workforce level and by providing 1 million urban conservation corps jobs through the community colleges, those working have a chance to study, by giving those not working a chance at a job. And all this at no additional costs to the tax payer.

The proposal at this stage is:

First, the working group checks through the economics of the proposal in greater detail and circulates it to government, industry, and labor for consideration.

Second, a proposal will be made to the Department of Labor and others to sponsor a pilot program in Detroit (and possibly other high unemployment areas) where 50% of the grants would go to industrial and 50% to municipal workers. A massive evaluation component would be built in.

The details will be worked out at the July 7, 1977 meeting of the Working Group on Human Resource Development and Adult Education.

The Humanities Institute: A Model College Degree Program for Working Adults

Concept: A significant proportion of the adult working population is interested in higher education and a significant proportion of higher educational institutions are becoming interested in the adult working population as students. Furthermore the cities in the U.S. are directly interested in higher educational opportunities and specialized training for their employees and clients.

What is needed to turn this potential into fact is the application of a series of innovations which have been developed in Detroit to higher educational institutions in other urban-industrial areas.

These innovations include: the conceptual innovation that the working adult student is different from the just-out-of-high school student and that if the institutions of higher learning want this new constituency that some major structural innovations would be needed. These are: innovations in the delivery system based on time and cultural factors of the working adult; innovations in the development of an interdisciplinary humanities based curriculum for working adults; an organizational structure and commitment to insure the functioning of the two innovations above. Experimentation with one such model in Detroit has brought 3,600 working adults into a bachelor degree program as full-time students.

The proposal is to set up a training model humanities institute which would develop the core curriculum and train the core faculty and staff to carry-out this program in five major industrial centers.

Key features in this proposal are:

1. Development of a humanities based, degree oriented, curriculum for working adults. Which also meets professional and other needs.

2. Development of a delivery system for such a curriculum which encourages working adults to try college. This would include use of television, small seminars, weekend conference courses, general and special skills labs, administrative procedures geared to the working adult, on site classes, etc.

3. Development of an organizational structure specially designed for the above.

4. Participation of organizations and institutions, from which the students are drawn in the design of the curriculum and the delivery system.

5. Establishment of such programs through individual universities, or consortia including community colleges.

Key elements in this proposal are:

1. Participation of city employee unions and management, industrial unions and management, association of university professors and urban university administrations, various organizations and institutions concerned with higher education for working adults, and expert evaluators.

2. Institutions selected for participation must make prior commitment to offer the degree program, its courses, and procedures.

3. Organizations and agencies agreeing to participate must make the commitment to help in the recruitment drive when the core group returns home.

4. Evaluation will be so set up as not only to evaluate course content, delivery system, educational environment and impact, but to inform universities, agencies, institutions, and publics in the Atlantic Industrial nations about this Institute.

5. Course materials, syllabi, readers, TV programs will be made available to other universities interested in launching such programs.

6. For further detail in philosophy and implementation see appendix - "The Packet Distributed at the Hearings" Education Section.

The proposal at this stage is :

First, as agreement on the basic proposal was reached, the key participants will get together to go over detail and select cities and institutions for participation in the Institute.

Second, the working group will sponsor a national conference to further discuss the project and pin-point the many benefits for city-university collaboration in this proposal.

Third, funding sources will be approached.

The detailes will be worked out at the July 7, 1977 meeting of the Working Group.

University Studies and Weekend College Program

Concept: A program already exists at Wayne State University in which 3,600 working adults are enrolled as full-time students. Many industrial workers and city employees have found this their only chance to go to college. In addition the curriculum deals with many city issues and needs. The idea of this project is to let more people know about this opportunity in Detroit and to develop closer cooperation between the City, the private sector, and unions around this project.

The proposal at this stage is :

First, develop a support team from the working group on Human Resource Development and Adult Education to get the word out on the program so that a significant number of Detroiter's can take advantage of this unique opportunity.

Second, offer assistance in curricular development to meet the needs of various constituencies like city employees, industrial workers, etc. as well as increasing knowledge of city problems.

Third, look into means which would assist potential students in using educational rebates and benefits.

Neighborhoods

Concept: To develop a city-university working group on neighborhoods which can relate to the city, region, state, federal government and community groups and organizations.

The groups basic hypothesis is that neighborhoods are key building blocks of the metropolitan system and that their state of health is critical for the well being of our people.

The organization of a working group on neighborhoods is an important resource for neighborhood survival and development, by clarifying the facts, identifying basic forces and trends, evaluating policy options, providing technical assistnace to the government and the people, and educating the general public as to neighborhood and urban realities.

Since the issue of neighborhoods deals with all aspects of the urban socio-economic ecological system it is most important that the experts we are forunate to have in this region form an integrated working group.

Key Features of the proposal:

1. The working group will develop a model of the metropolitan system focusing on neighborhoods, defining their boundaries based on social interaction patterns and concepts of the residents.

2. The working group will develop a series of social, economic, physical, cultural, psychological, political, quality of life, etc indicators which will be used ina first-step analysis of neighborhood health.

3. The working group will develop a model of public and private service delivery systems geared to the indicators and the map developed above.

4. The working group will develop a model and information regarding values and views of neighborhood residents regarding neighborhoods and their conditions.

These four steps in the development of a neighborhood macro-analysis will be related to the economic and political models which are being currently used in the area.

5. The working group will develop a set of methodologies and models for in depth analysis of individual neighborhoods and communities, as well as a training program to equip a lrage group of people to use these methods. These will be heavily based on the anthropological method of participant-observation and will be linked to the indicators developed above. This micro-analytic capacity of the potential working group allows it to check out the neighborhoods flagged by the macro-indicators in relation to specific neighborhoods, to develop a more sophisticated macro-model, and to evaluate realist policy and action recommendations.

6. The working group will develop a set of methodologies and models for an in depth analysis of individual service delivery systems in relation to specific neighborhood needs and desires.

7. The working group will develop a set of specific task forces and services for city government, neighborhood groups etc, as well as public education and special training programs.

8. The entire working group will seek means of increasing theoretical and practical knowledge about neighborhoods and seek out collaborative modes of work; i.e. a plan for coordinating student assignments with community needs, etc.

Specific recommendations are made in the papers in the neighborhood section of the Materials Presented at the Hearings.

Key Elements of the proposal:

1. The proposal is based on the collaboration of university, city, and neighborhood experts around the issues of

neighborhood survival and development.

2. The working group will integrate the experts listed in the appendix and others into a working group which will provide basic research (describing the system, the forces, and the trends); applied research (responding to short and long rune needs); as well as services and education (for community groups, agencies, institutions, experts, students, media, and the general public).

3. The integration of experts into the three functions above will not only create a major capability for dealing with neighborhood issues, but will discover new formulations and solutions.

The proposal as this stage is :

First, the working group at its next meeting will discuss how to organize such a city-university working group on neighborhoods.

Second, the working group will seek pilot funding to make this organizational structure functional on the basic research, applied research, and services aspects simultaneously.

Third, the working group will develop a series of additional collaborative projects dealing with specific neighborhoods.

Ecology, Energy, and Environment

Concept: Because of its role as a leading producer of automobiles as well as other heavy industrial products, the life-blood of Detroit's socio-economic system has always been energy. Any improvement of the life-style in this region, and even more important, maintenance at its present level, will require a continued flow of energy as long as manufacturing of goods continues to be the main economic function of this area. Because of the low density of Detroit's physical design, the city is also heavily dependent on energy for transportation of its residents to and from work, home, leisure activities, school, etc. within a metropolitan are of thousands of square miles.

Although the level of energy consumption along with the city's commitment to heavy industry has provided an impressive life-style for Detroiters in the past, it has also caused serious environmental problems which threaten not only our future economic growth, but our ability to maintain our present standard of living. The problem is further complicated by the national and world energy situation and its effect on our automobile and other manufacturing industries. A way must be found to solve this energy-environment-economy conflict both in the short term and the long term if the city is to maintain its viability.

Some of the specific environmental/enery problems that need solving include: a) maintenance and operation of the sewerage collection and treatment system; b) our continued reliance on the automobile with its related problems of parking, commercial strip development, downtown space utilization, and neighborhood traffic problems; c) sludge and solid waste disposal; and d) air pollution resulting from all of these activities.

These problems are, of course, not unique to Detroit; however, each city has its own 'personality' which requires that research programs and solutions developed for other areas be 'customized' for local use. In addition, at this time, solutions do not exist for all of the problems alluded to above. The hearing, however, clearly demonstrated that considerable expertise is av-ilable at the universitv level which could be utilized by various city departments. The key elements necessary to make this possible include: a) a forum for continual exchange of city problem descriptions and university expertise; b) the recognition by funding agencies that the universities are 'problem solvers' as well as researchers; c) the establishment of more relevant educational programs to provide city employees with better skills with which to deal with today's complex urban issues.

The Detroit Water and Sewerage Department has prepared a proposal to work with Wayne State University in developing a computer model of sewerage collection and treatment systems. Appropriate staff in both institutions have been identified and are ready to begin work. However, the city needs funding assistance for this project.

The Detroit Department of Transportation has identified several problems which could be pursued jointly and various approaches are being explored, including student projects, faculty research, and joint proposals to funding agencies. Specific proposals will be forthcoming.

The Southeast Michigan Council of Governments has some responsibility for sludge disposal problems through its 208 Water Quality Management Plan and will be working with university staff as a result of the hearing. Continued efforts will be made to form a working group to pursue some of the other problems discussed.

Cultural Development and Cultural Action

Concept: The concept of Cultural Development and Cultural Action (described in detail in the Appendix) has been put into practice in Europe and the Third World. Put briefly, it consists of two parts: first, the growth of urbanization and industrialization has had the same type of impact on cultural issues as it has had on social and economic. Traditional cultural systems have been dislocated raising the need for cultural institutions and cultural development geared to all the groups in the society. Second, just like the social and economic needs have generated social workers and economic specialist, the cultural needs can only be met by such a profession.

The implications of this concept are many and the working group wishes to address these in a systematic manner. Yet, the concept alone, if accepted by the public and institutions, has major ramifications. Cultural activity is a basic social need, next in line only to food, health, and shelter. It also is a major generator of economic activity (production and distribution) in the public and private sector. The dissemination of this concept and the conscious development of a professionalism among cultural workers is critical in both understanding and dealing with the cultural needs of the city and its people.

Such a development would look at schools, libraries, museums, parks and recreation, cultural centers, other institutions, and the many artists and cultural workers as resource elements in dealing with the cultural needs of the people.

Current state of the project:

1. The first step, is to apply the concept of cultural action, cultural worker, and cultural development to the Detroit situation.

2. The work done by Marans (Quality of Life in Detroit) and Anton (Satisfaction with Neighborhood and City) have much information about quality of life and cultural needs of the people. Their work and others will be looked into and used to make the concept Detroit-specific.

3. A needs and resource assessment in the cultural area, both public and private will be made in cooperation with cultural and artistic institutions. Recommendations will be made.

4. An educational and training program for cultural workers will be developed, which will have the additional function of providing major input into a cultural development plan.

5. Specific cultural action projects, illustrative of the concept will be developed.

This is a potential area of massive city-university-citizen activity and the Detroit situation is most favorable for imaginative action. The resources are here, the issue is how to clarify the situation by means of a relevant concept which will refocus resources, discover and integrate new ones, and point out needs, objectives, and constructive approaches.

Some additional items to be considered are:

1. How much of the Detroit economy--past, present, and future--is based on or related to Detroit's cultural resources ?

   Aspects of the tourist trade immediately come to mind, as does activity related to the cultural center, the ethnic festivals, the restaurant and entertainment industry, purchase and production of art work and activity in design, architecture, neighborhood maintenance, etc.

   How many people are employed in this sector (including education) ? How much revenue and tax income is generated ? What needs to be done to more effectively use the existing resources? What kind of additional resources are needed ? What impact does the energy crisis have on increasing city-oriented, rather than rural oriented tourism ? What is the impact of the ever growing desire to eat out ? The need for more education ? The higher value given to quality of life issues ?

2. In the preservation and development of the neighborhoods and downtown, how important is the cultural variable ?

3. How important is cultural deprivation as a source of youth problems ? Of senior citizen concerns ?

4. What are the educational and training needs and opportunities for a profession of cultural workers ?

5. What are the explicit and implicit cultural development plans and cultural development needs of cultural institutions, cultural industries, artists, and sectors of the public ?

6. What are the potential resources available for such planning, development, and activity ?

Social History as Cultural Action

Concept: An organizational structure, involving existing historical organizations and individual historians doing work on Detroit, will be organized as a new city resource for cultural action focused on two projects: First, a massive social history project involving students and faculty from K to post-PhD; second, a history of Detroit as seen through the shifting structures of its neighborhoods.

These projects will not only result in a social history of Detroit but, through the involvement of thousands of families, will have a major public educational impact on the people of Detroit as regards the dynamics of the city, the issues which were solved in the past, and the issues we are currently confronting.

The key features of this project are:

1. The creation of an informational clearing house which would provide: a register of projects with historical dimensions currently in progress; a newsletter by which projects would become known; the promotion of meetings, conferences and assemblies for purposes of communications; circulation of project reports and working papers; bibliographic services and guides to public and private archives; and day to day informational services.

2. Provision of educational services such as : assistance in the development of historical projects undertaken outside the university context; methodological workshops on geneological research, archival use, neighborhood history, historical preservation, church and municipal records.

3. Maintenance of a centralized data bank on the history of the Detroit area.

These three features are service functions that the city and university together would provide for the community. The core goal of the project is to stimulate a historical awareness among Detroiters, a deeper understanding of the context in which they lead their lives. This is cultural action. The first step would be a massive project with the schools, then joined by institutional and organizational histories. (See "The Detroit Community History Project" in the Appendix.)

The key elements of this project are:

1. A feasibility study for the three services and the massive social history project discussed above.

2. A working group of university, city, and community historical institutions and individual historians concerned with Detroit history.

3. Field testing of the massive social history project in selected schools, organizations, and institutions.

4. A feasibility study on a history of Detroit as seen through the shifting structures of its neighborhoods.

5. Provision of the services, launching of the massive social history project with the schools, and the history through neighborhoods, once the feasibility study is completed and funds are realized.

The present state of the project involves:

1. A meeting of the working group in late June or early July to formulate the feasibility study and to organize itself to do it by October 1977.

2. To plan various collaborative efforts while the feasibility study is in progress so as not to loose the impetus of the hearings.

These activities would be done in cooperation with such existing organizations as the Detroit Historical Scoiety, the History Division of the State of Michigan, the City of Detroit Planning Commission, the museums and historical societies of the Detroit area, the archival centers and holdings, and others.

There is little question in the working group's mind that a project along the general lines laid out in the proposal would be of basic significance in Detroit's "Renaissance": rebirth has no meaning if one does not know where one has been. Understanding and appreciation requires knowledge of the past. Social History as Cultural Action implies a history not only of the people, but by the people, which will have profound implications in pride and self-respect.

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Urban Life Cycles

Concept: The master plan of the City of Detroit is concerned with the relation of urban life cycles on the development of the city and its neighborhoods, and the delivery and need for various services specifically associated with different stages of the life cycle.

The purpose of this project will be to bring together the knowledge of experts dealing with child development - child care, youth issues, family, mid-life, and gerontology to coorerate with this aspect of the master plan.

Some questions which have been raised in the preliminary discussions of this concept are :

What is the impact of changes in biological age on the stability of neighborhoods ? Given predictable changes in this factor what problems should be anticipated in Detroit ? What implications does this have in the need for and delivery of services ? Are there differences by cultural group in these cycles, in their impact on the individual, family, and community, and on the need for services ?

What is the impact of changes in institutional definition of age and the person's life cycle status ? Early retirement, earlier ages for children entering day care centers and/or schools, longer schooling and lack of jobs for 18-22 year olds, etc. are just some examples. What is the impact on Detroit and its neighborhoods, as well as the need for and delivery of services in line with predictable changes related to this life-cycle factor ?

These are but some of the questions which will be operationalized at the working group's next meeting in early July.

Once this is done a proposal will be developed based on a consortial model of the City, Merrill-Palmer Institute, the Center for Urban Studies, the University of Michigan and Wayne State University Centers for Gerontology etc.

Obvious linkages exist between this area and neighborhoods, cultural development and action, and Ecology, Energy, and Environment.

Continuation of the Hearing Structure

Concept: The hearing structure should be developed to deal with additional issues, as well as contuining exploration of aspects of the issues heard during the June 3 - 8 period.

Key features would be :

1. The consortial partners would identify the level and types of issues which would seem to fit the hearing format.

2. They would name one person from each of the consortial partners to plan the hearing and invite the 12-20 participants.

3. A monitoring group would maintain feed back to the specific hearing's participants and to all who participated in previous hearings, both about working outcomes and evolution of discussions.

Key elements would be :

1. A regular locus and organization for the hearings.

2. A tie in with a person from each institution responsible for setting up one-to-one relations between university experts and city personnel desirous of collaboration.

   This tie in would increase the roster of experts available on a wide range of issues, as these experts surface by the hearing process. It would also bring to the fore issues which would benefit from one-to-one arrangements.

3. A formal committee (high level) which would identify the issues.

4. A monitoring group set up to keep interested parties informed of what is happening and which would evaluate the process. It would also keep up to date on issues and processes from other cities and recommend to the high level committee of the consortial partners.

This would be a low cost form of maintaining and increase use of university human and materials resources by and for the city. Some provisions should be made for funds which would give start-up support for working groups and projects arising from this process so that initial enthusiasm is not lost.

SUMMARY AND CONCLUSIONS

What Happened

The Detroit Hearings have developed a format which successfully provided an environment for city-university collaboration by dealing with the difficulty the city finds in using many urban oriented human and material resources of the University and the difficulty the University has in organizing these resources to meet specific needs. In addition it identified some long run areas of mutual collaboration and encouraged the first steps toward that goal.

This was done by selecting subject areas for the hearings according to five criteria described in this report, organizing the hearings in such a way as to show the maximum possibilities for collaboration, and inviting participants on the same basis.

The areas covered by these hearings were Human Resource Development and Adult Education, Paid Educational Leaves, Neighborhoods, Ecology, Energy, and Environment , Cultural Development and Cultural Action, Social History as Cultural Action, and Urban Life Cycles. Out of these hearings came permanent working groups in each of these areas, plans for major collaborative projects, and one-to-one collaborations.

Based on an evaluation form, on formal outcomes of the individual hearings, and on follow-up discussions with participants, we can summarize that the hearings were a positive event for the vast majority of participants (97% of the respondents).

For over 90% of the respondents they provided a meeting place for university-city collaboration, use of mutual resources, and the utilization of scientific knoweldge and personnel dealing with key urban issues. The hearings were a first step in organizing university resources to be useful to the city. They provided an environment in which experts and needers of expertise could meet each other and an environment which led to action in meeting the participants' needs in relation to major city issues.

Finally, a series of projects have formally emerged from the working groups which grew out of each hearing.

What Does It Mean

The implication of the hearings are quite clear. The hearing format provides an opportunity for dealing with a key problem documented in the literature* and replayed in all of our experiences -- the need for an environment where university and city people can get to know each other around major areas of city needs. It is an inexpensive format available to all city-university locations accross the nation.

The format does require some planning and careful execution but talent for this is available. Agencies and institutions concerned with the utilization of scientific knowledge and personnel to deal with city issues should support the spread of this idea and its institutionalization.

In the Detroit area four basic implications are evident:

1. The hearing format should be institutionalized with an expansion of consortial membership; additional subject areas should be covered; and the format kept in operation for the subject areas dealt with.

2. Offices should be developed for the consortium and/or at each consortial member to further one-to-one contacts coming out of the hearings, out of the other aspects of the NSF grant, and to facilitate additional needs on a one-to-one basis from either side of the city-university consortium.

3. Every effort should be made to provide pilot funds for the projects arising from the hearings and the other elements of the grant both to deal with the issues and to give encouragement to future collaboration.

4. The participants in the hearings who are now constituted as working groups should search out means of pooling some of their individual agendas and resources in relation to the urban problems they are dealing with.

* See William R. Blackwell and John W. Milligan, The Garland Urban Observatory as a Case Study in Urban Extension, National Technical Information Service, U.S Department of Commerce: February 1977.

(continued on next page)

The final point that we would wish to make in this report is that the hearing format and its follow-up provide a major opportunity for continuuing education of the participants, of students at all levels of our educational system, and for the public at large.

To the extent that many of our urban problems require citizen awareness of the issues, their cause, and the implications of options for dealing with them, the hearings are a major resource, which should not be minimized.

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* Continued from previous page:

F. William Heiss, Urban Research and Urban Policy-Making: An Observatory Perspective. Boulder, Colorado: Bureau of Government Research and Service, University of Colorado, 1974.

Ronald G. Havelock, Planning for Innovation: through Dissemination and Utilization of Knowledge. Ann Arbor, Michigan: Center for Research on Utilization of Scientific Knowledge, Institute for Social Research, The University of Michigan, 1973.

Edward M. Meyers and Ira S. Fink, Universities and Communities: Can They Plan Together ? Berkeley, California : University of California, 1974.

Peter M. Tobia (ed.), The University in Urban Affairs: A Symposium. St. John's Conference on Urban Affairs, ?.

APPENDIX

The Following are included in this appendix:

The Evaluation Form	37
Responses to Question 2	38
Responses to Question 7	43
The Packet Distributed at the Hearings *	49

* Three items which were in the Packet have not been included in this report. They are:

Atlas World Press Review June 1977 "Humanizing Work"
- "Industrial Society's Next Task" pp 31-32
- "Sharing in Management" pp 33-34
- "Profits and Profit-Sharing" pp 35-36
- "Flexible Working Hours" pp 36-37
- "Redesigning the Workplace" p 37
- "Sabbaticals for All" p 38
- "Two Management Views" p 39

Chronicle of Higher Education May 1977
- "Unions Foresee Thousands of Members Enrolling in College Courses" p 7
- "International Cooperation Sought in 'Distance Learning'" p 8

EVALUATION

NSF GRANT: CITY-UNIVERSITY CONSORTIUM
HEARINGS

JUNE 3-4-6-7-8, 1977

NAME: _____ INSTITUTION: _____

1. DID THE HEARINGS MEASURE UP TO YOUR EXPECTATIONS: YES ___ NO ___

2. FROM YOUR PERSPECTIVE, WHAT ACTUALLY HAPPENED:
(COMMENT)

3. WAS THIS A POSITIVE EVENT FOR YOU PERSONNALLY :
__ VERY MUCH SO
__ WAS WORTH THE EFFORT
__ WAS OK
__ NOT VERY
__ NOT AT ALL

4. DID IT PROVIDE A MEETING PLACE FOR PEOPLE WHO SHOULD KNOW EACH OTHER BUT DIDN'T: YES ___ NO ___

5. WILL YOU CONTINUE AS A PARTICIPANT IN A "WORKING GROUP" : YES ___ NO ___

6. WHICH WORKING GROUP DO YOU WISH TO PARTICIPATE IN:

HUMAN RESOURCE DEVELOPMENT AND ADULT EDUCATION ___
NEIGHBORHOODS ___
ECOLOGY, ENERGY, AND ENVIRONMENT ___
CULTURAL DEVELOPMENT AND CULTURAL ACTION ___
SOCIAL HISTORY ___
URBAN LIFE CYCLES ___

7. WHAT ARE THE NEXT STEPS YOU WOULD URGE FOR THE GROUP IN THE HEARING YOU ATTENDED:

PLEASE RETURN TO:

OTTO FEINSTEIN
C/O FRANK SEAVER
MC GREGOR MEMORIAL CONFERENCE CENTER
WAYNE STATE UNIVERSITY
DETROIT, MICHIGAN 48202

(USE THE REVERSE SIDE FOR ANY ADDITIONAL COMMENTS)

Responses to Question 2

The Question "From Your Perspective, What Actually Happened":

Human Resource Development and Adult Education

"A lot of stimulating one-way presentations and somewhat limited dialogue."

"..it is a beginning. The important issues that were heard here will surely have some results."

" This was a strong positive event for me. There was an exchange of information and ideas among the participants - led by those who had given some thought to the proposals and who had direct personal experiences to share.... People then seemed to begin clarifying their own positions and formulating their own ideas about what should be considered, as the ideas move toward actually being implemented... There seemed to be a consensus that adult education programs were good for society as a whole and that paid educational leave is one way to encourage adult workers to continue the educational process."

"A series of comments trying to determine the focus."

"Willingness of majority to move a step further."

"Discussed essential question or issue of a viable alternative to unemployment via worker's sabbatical, etc."

"Excellent beginning."

" genuine interest was generated regarding 'paid educational leave' for workers which should be pursued."

"Ideas about adult education were presented which are relevant to today's urban employee. Interest was generated to continue.."

"..Discussion was interesting."

"Clarified the vision."

"We discovered a concept of adult education that should be developed and made a reality."

"Moved from abstract to specific, from apparent absence of agreement to consensus on principle. Was impressed with Frank Angelo's concrete proposal, Hutton's reinforcement of that proposal and Otto's persuasive statement elevating the issue to its ideal but real place of challange."

"..beginning of dialogue re: possibility of instituting paid educational leave and lifelong learning programs."

"Good Dialogue.."

"A clarification of the concepts of paid sabbatical leave and adult education programs and a desire to establish a means to implement the development of models leading to fruition."

"Opened up discussion on important issues."

"Agreement ..consensus..that the time is ripe to bring educational institutions into the fore front of paid educational leave for adults with an aim toward impacting on unemployment."

"We began to get to the core of the question."

"Refined focus on Humanities oriented institute for future development."

"The discussion helped to provide additional detail to the proposals - plus possible weaknesses to be worked out."

"Most if not all, of the conferees seemed interested to work to make the proposals fly in a new and productive direction. I am.

Paid Educational Leave Seminar

"The involvement of a group of workers in a beautiful project."

"A lot was said.. and everyone who attended gained knowledge that can be used to further the workers' rights to an education."

"After listening to Mr. Levine, I feel that we have a chance..."

"Excellent discussions."

"Diverse and very general discussion, but very interesting."

"It appears that we are forming a functional foundation."

"Discussion on how to get the working people involved in getting a higher education..."

"A great deal of 'ideas' toward the paid educational leave."

"Exchange of information, ideas, experiences etc."

"A beginning."

"Discussions that opened up a whole new area of education possibilities."

"A beginning."

"An outline of a program that can be implemented."

Neighborhoods

"...what we know and need to know about neighborhoods and communities to make them identifiable, viable life-space units."

"..discussion of problems in identifying neighborhoods, what methodologies can be used to empirically decide these."

"Organization began."

"Information shared..need for an organization recognized."

"Got acquainted.Hear other people's ideas; some struggle to formulate a means of proceeding."

"Agenda was to loosely adhered to for the amount of material covered."

"Discussion of various perspectives and some content analysis of previous studies."

"..The difficulty of "experts" working collectively was manifest. A working unit will only develop with time."

"Exposure to various perspectives."

"Broad range of perspectives revealed."

"Recognition of the importance of the topic; confusion on what the next step should be, although the next meeting will help."

"A lot of 'experts' approached the issue from their own perspectives.."

"The hearing provided an opportunity to meet and talk with others working on neighborhoods.."

"Too formal."

"Interesting.."

"General discussion of approaches to the study of city neighborhoods."

"Information exchanged; consciousness of goals and process developed."

"Various persons involved in neighbrohoods were identified; research interests and findings were shared. Future steps for the group were brought up. A vote was taken to institutionalize the working group."

"Some sharing of information.."

"Broadened analysis.."

"Information and expertise exchange.."

Ecology, Energy, and Environment

"Contacts. Dialogue. Problems being clarified."

"Ventilation of inter-related problems between agencies, city, and university."

"There was some definition of the problem of lack of communication link between the City and the University..there was no suggested solution."

"Good dialog, but city was underrepresented."

"More questions raised than solved."

"Some of the problems of the city were aired and the city and 'technology' types recognized the need for social evaluation."

"A review of many of the urban problems and areas in need of attention."

"A good first attempt at defining the problems that exist and that could use university input."

"A discussion with lack of focus."

"Ideas and problems were defined in the multi-disciplinary areas."

"City groups having differing and frequently insoluble problems discussed them in a very general way."

Cultural Development and Cultural Action

"General discussion, some concrete points, but difficulty on the part of the group to imagine, create, invent."

"Interesting exchange; limited sense of how we can further cooperate."

"An attempt was made to define and determine the role of culture in our society and to promote it as an essential ingredient on modern life."

"Attempt to clarify "cultural experience", link it to social and economic development."

"People talked past each other, but it was a very good start."

"Some new ideas and concepts in the arts that are needed."

"A great deal of particular information not yet clearly related to the concept of cultural development."

Social History as Cultural Action

"16-20 people got together (people involved in some way in local and community studies) to discuss the present state of local studies in Detroit, the prospects presented at today's session, and the problems involved."

"Comments showed much is happening in terms of separate individuals and institutions but little in regard to a communications network and cooperative projects to tap our local heritage."

"Introductions and interchange of program and personality."

Urban Life Cycles

"The beginning of a dialogue between professionals of various institutions was established."

"Some understanding of the interaction of socio-political programming upon life cycles."

"Agreed on a consortial project - gerontology/CUS/Merrill Palmer/City."

"Some general and significant problems were discussed..It was difficult to locate the focus."

"A lot of interesting galumphing about intellectually with some useful possibilities resulting."

"Not sure."

"Not too much."

Responses to Question 7

The Question "What are the next steps you would urge for the group in the hearing you attended"

Human Resource Development and Adult Education

"One, to form a task force or working group; two, apply for funding."

"Have more workers, attending school, give their views."

"Each member of the group could build support in their own organizations by discussing with their colleagues the principles of adult education and paid educational leave-. The group should meet again as a working task force to develop strategies that would lead to the successful implementation of - a) the Humanities Institute; b) a pilot project of paid educational leave for local workers; c) follow up the suggest to make USWC more widely used."

"1) adopt the plan formally; 2) detailed development.."

"Define avenues where total group impact may focus."

"Invite interested participants from business, education, unions, city to join in."

"Establish a task force - representative of the hearings."

"Set up structure."

"A consortial committee and pursue funds."

"Formation of a working group to promote support from Labor, Management and the Legislature, with the goal of the introduction of a bill, at the State Level, to provide funds for 'Paid Educational Leaves'".

"Continue the group."

"Get some $ up front."

"Call together those participants who will serve as a 'working committee.'"

"Would like to reinforce Angelo's proposal and see the Weekend College program expanded."

"Formulating proposal for pilot project (s) for grant applications, detailing programs, budget, etc."

"Determining who uses tuition reimbursements now ? Look at the confining parameters of the reimbursements. Help the Weekend College."

"Plan for first stage building."

"Rewrite papers to introduce practical combinations."

"Set up representative steering committee."

"Possible series of pilot grants - around the country - perhaps through the UAW."

" A discussion of the PEL concept addressing advantages and disadvantages; more clarity and information on Detroit's problems and resources. It appeared to me that there was an assumption that everyone was thoroughly familiar with the city's 'problems'. Discussion of proposals and response to questions regarding its implementation."

"Develop a dialogue.."

"Establish a working group."

"...Various alternative plans for the development of the program."

"Schedule next task force meeting and reports."

Paid Educational Leave Seminar

"Have more meetings soon."

"Will assist in what ever way.."

"Circulation of names,addresses, organizations, etc to continue more discussion. Updated literature distribution."

"To organize.."

"Make sure that timely communications are mailed to get proper response."

"Would hope that people in attendance would go back to their unions, neighborhoods, churches, institutions and make others aware of what they have learned and assure them that if we work together we can make PEL a reality."

"Start reaching out to bring ideas to a much broader group .."

"Put these ideas and comments on paper to discuss pro's and con's of each one."

"Organize..bring in larger group of participants.."

"Get together again and discuss the different avenues open to increase the general public's knowledge of PEL."

"Organize..formulation of a plan.."

"Get organized.."

Neighborhoods

"Generate funding support"

"Decide on some action for the group."

"Organize"

"Link up with individuals who are interested in similar areas."

"Form a working group to secure funds and roll up our sleaves and go to work."

"As we voted to make ourselves a working group..the next steps are meet formally to set up an institutionalized process for ongoing study and seek funds to effectively accomplish this."

"Forming a working group for the purpose of continuing dialogue as well as a polling of resources/information/expertise on neighborhoods."

"Continue meetings. Move to more formal organization."

"Each member of the group should distill. in writing, what has been learned to date from colleagues at meeting."

"Can funding be obtained to support projects for the evaluation of neighborhood deterioration-revitalization in Detroit ?"

"Take a more analytic view of the conflict/cohesion between neighborhoods - metropolitan economics "

"Specific definition of group as devoted to neighborhood identity."

"Organize."

"Save declining neighborhoods; study why neighborhoods change; give service to neighborhoods."

"A mechanism for moving forward --other than a series of 'meetings'".

"Formal organizational meeting setting goals etc."

"Establish formal organization."

"Meet again and formalize the idea of cross-cultural experts in talking to one another."

"Meet again."

"Those interested and feeling they could contribute should meet again."

"organize."

"Continue meeting in order to discuss forming a group to deal with the issues - both theoretical and practical - relating to neighborhoods."

"A next meeting will help."

Ecology, Energy, and Environment

"Written papers; contacting and obtaining city and university support at the highest levels..another meeting."

"Set up working group--detail problems."

"Distribution of meeting minutes and the scheduling of another session to start working toward some solutions."

"Another meeting, perhaps university-City council should be started city departments are already divided up into various groups which could be represented."

"Meet again with more explicit input from people in the city. Have interdisciplinary working group to identify how the problems should be attacked."

"Means of better understanding the details of the cities problems."

"To meet again to try to develop a framework which could bridge the gaps of communication that currently exist."

"Meet again somehow."

"The city and the University find funding for needed projects."

"Additional meetings."

"Don't meet until you have something constructive to discuss."

Cultural Development and Cultural Action

"Develop a policy..what is the cultural map of Detroit..create cultural workers."

"Formation of a steering committee or task force to make something happen that puts us into action."

"Get at the policy definition and the data base."

"Formulate some alternatives for an action program..the concept doesn't have opposition. Develop a data base of info.-"

"To meet in small groups for more talks."

"Each participant develop a brief statement defining or clarifying his/her position on cultural development and cultural action."

"Try to clarify our mission."

"Some more searching out of community groups - what they feel is needed."

"A clear policy statement."

Social History as Cultural Action

"Supporting some of the institutions and resources already available for historical research."

"Follow-up meeting.."

"A follow-up meeting that would establish a working group to coordinate the effort to unite existing groups with potential groups in a coordinated study project that involves broad segments of the community."

"Set of conferences with City of Detroit and Detroit Public School officials."

Urban Life Cycles

"Some coherent summary of what happened and suggestions for future possibilities."

"Reconvening of those interested, w/tentative goal of what can be accomplished."

"Development of a position paper outlining possible project relating to life-cycle theory to city planning program."

"Specific proposals (both individual and collaborative). Anything tangible."

"Meeting in July on possible project."

"Draft proposal."

"See if institutions concerned are using some tools.."

THE PACKET
DISTRIBUTED AT
THE HEARINGS

INTRODUCTION

These working papers and materials are part of the five hearings organized in relation to the National Science Foundation Grant for a University-City Consortium which was awarded to the City of Detroit, the University of Michigan, and Wayne State University.

The hearings are an effort at developing an additional method of collaboration between City and University. In this sense the idea of the Hearing itself is a project area. Its purpose is to develop an environment of collaboration around a major area of concern out of which a wide range of collaborative efforts can develop. It is a supplement and complement to the traditional methods of contracts, grants, and consultations.

The traditional methods are generally based on a service/client relation, where the client has clearly defined needs and the service institution a clearly defined capability of responding to these needs.

The Hearings method is based on a collaborative-consortial arrangement, where the partners have a broad general concern and where neither the specific needs or capability of responding are clearly defined. The Hearings are thus an effort to define needs and develop capabilities for responding to them.

In this sense the Hearings are an experiment designed to meet one of the major concerns arising out of the new literature dealing with City-University collaboration. Briefly stated, this concern is based on two realities - the difficulty the city finds in using many of the urban-oriented human and material resources of the University and the difficulty the University has in organizing these resources to meet specific city needs. It also is an effort at identifying more long run areas of <u>mutual</u> collaboration.

As part of this experiment, we will be asking you to evaluate the idea and its implementation and requesting your suggestions for the next steps.

Otto Feinstein
Hearings Coordinator
Detroit June, 1977

NSF Grant
City-University Consortium
Hearings

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MEMORANDUM

SUBJECT: "THE NSF City-University Consortium Model GRANT HEARINGS"

FROM: Otto Feinstein, Associate in the Office of the Vice President for Urban Affairs (WSU) and Hearings Organizer

TO: All Concerned with the NSF City-University Consortium Grant Hearings

DATE: 10 May 1977

The dates for the five hearings are as follows:

1.	Human Resource Development and Adult Education	3 June	2-5:30 pm	McGregor
2.	Neighborhoods	6 June	9am-1pm	McGregor
3.	Ecology, Energy, and Environment	7 June	9am-1pm	Hillberry
4.	Cultural Development and Cultural Action	7 June	2:30-6pm	Hillberry
5.	Urban Life Cycles	8 June	2-5:30pm	Merrill-Palmer

Note: McGregor means room J at the McGregor Memorial Conference Center, Wayne State University, Detroit, Michigan 48202 (313) 577-2400
Merrill-Palmer means Hoobler Lounge, Merrill Palmer Institute, 71 East Ferry, Detroit, Michigan 48202 (313) TR-5-7450
Hilberry Lounge is on the second floor of the Student Center Building at Wayne State University (313) 577-3485

BACKGROUND: THE NSF GRANT AND THE HEARINGS

The National Science Foundation (NSF) awarded a grant to a consortium of the City of Detroit, Wayne State University, and the University of Michigan to develop a model for university-city consortia geared to dealing with critical city issues. The hearings, discussed in this memo, are one of four types of activities developed under this grant.

The first activity was the development of 16 policy option papers prepared by academic experts in response to a list of issues prepared by the city.

The second activity was a survey of records and personnel regarding WSU-City, U of M-City, and City-U of M and WSU grants, contracts, and consultation arrangements regarding city problems over the past ten years.

The third activity was a review of the literature dealing with University-City collaborative models and the related experience.

The fourth activity was the organization of five (5) hearings in relation to issues of City and University concern and potential collaboration.

These four activities will be combined into a report to NSF and the participants, to be published under the auspices of the Center for Urban Studies. Hopefully, this will result in the funding of the various projects discussed and the consortium as a whole.

THE HEARINGS: THEIR INTENT AND STRUCTURE

The intent of the hearings is to bring together a group of people from the City, the two Universities, and other key parties in urban life to discuss concepts, proposals, and areas of consortial cooperation. This activity starts with a general topic of major importance to Detroit's life (as opposed to the very specific and critical policy issues raised in activity one) with the hope of testing this additional approach as a means of increasing cooperation and the sharing of scarce resources.

Each hearing will consist of an average of 14 presentations and responses. Three or four page papers will be sent to all invited participants 10-14 days before the hearings. These papers will either outline an issue to be addressed or a project to be considered, what we know about it, and what options for dealing with it the author deems feasible.

There will be two or three hearing officers who will ask questions about each paper and encourage brisk participation from the invitees. Thirty to forty-five minutes will be left open for discussion from the floor. The hearings will be well publicized but the main focus is on interchange among the participants rather than education of an audience. After the hearings are adjourned the participants will leave for lunch or dinner and a discussion about where they wish to go from here, and what if any proposals they would wish to develop. The papers, proposals, and minutes of the hearings will be published as part of the report of NSF.

While the results of the individual hearings are most important in themselves it should be remembered that the hearing format itself (as a means of furthering city-university collaboration on urban issues) is being considered with regards to effectiveness in furthering such collaboration.

THE FIVE (5) HEARINGS

1. Human Resource Development and Adult Education

The discussion concerning this critical urban issue will be conducted by focusing on two issues: Paid Educational Leaves and A Training Model for Establishing Working Adult Urban Oriented Degree Programs.

The Paid Educational Leave issue is receiving favorable attention from the Department of Labor, the National Institute of Education, the National Endowment for the Humanities, Federal and State Government. It deals with an area where there is a body of experience in the OECD countries and the Third World. It is of relevance to the city in general as a means of raising the educational and skill level of its citizens, dealing in a major way with unemployment, and being an effective means of increasing the knowledge and skill level of city employees. Given some development of the concept locally, we might be in a position to recommend to the Federal Government that the public and private sector in Detroit could serve as a pilot area for testing this concept, much in the same way that other areas served as pilots for testing the negative income tax.

The Training Model for Establishing Working Adult Urban Oriented Degree Programs would develop a national training program for setting up degree programs using a combination of TV-Weekend Conferences-Small Seminars to deliver an integrated interdisciplinary urban oriented 4 year degree program for working adults. This relates to the Paid Educational Leave Issue and the whole issue of Human Resource Development and Adult Education as a very practical model for making university services easily accessible to working adults, including city employees.

2. Neighborhoods

A national trend of concern with neighborhood preservation and development is clearly evident. People concerned with urban issues are beginning to understand that downtown revitalization, metropolitan wide development, and quality of urban life, must also involve the maintenance and development of viable neighborhoods. The three consortial members (Wayne State University, University of Michigan, the City of Detroit)

2. Neighborhoods (Continued)

and some sister institutions have an impressive array of experts in this area, who if functioning as a team could easily make it most logical for the Federal Government to make Detroit a pilot city for Neighborhood Development.

The purpose of this hearing is to bring this team together and to develop a dynamic model of the metropolitan area around its neighborhoods, develop social, economic, cultural, and other indices regarding the viability of a neighborhood, develop micro-neighborhood studies, and consider various policy options in regard to neighborhoods.

3. Cultural Development and Cultural Action

The discussion of this key issue will have a double focus; the first being a clarification of the concept of its applicability to Detroit; and the second being the development of one project within this concept; namely, social history as cultural action.

The concept of Cultural Development and Cultural Action has been developed in Europe and in the Third World, and is only beginning to be introduced to the U.S. The concept explains that urbanization and industrialization not only destroyed traditional economic and social structures which necessitated the creation of welfare institutions and social workers, but that the same process destroyed traditional cultures and cultural structures, which implies the need for cultural development institutions and cultural workers. Inasmuch as one of the key resources of cities lies in the cultural area, a lack of these resources has a wide variety of negative impacts on the viability of the city. The above concept implies a "picture" of the total cultural resources and needs of the people, and a cultural development and action program for meeting such needs. The format of this part of this hearing will be the presentation of the concept and the reaction to its realization by key cultural institutions and groups in the city.

The idea of Social History as Cultural Action will be considered as a practical application of the above concept. It will be considered from such aspects as the implications of a massive social history project for Detroit, the capacity of a consortium to develop such a project, and ideas as to how it might be developed.

4. Ecology, Energy, and Environment

Like the other hearings, the function of this one is to bring together potential cooperating members of a city-university consortium around the discussion of a basic concept and a specific project whose execution would serve as an example for other collaborative relationships.

The basic concept in this area is the examination of how to develop an environment where University and City people can readily find each other to work on long run, immediate policy and issues research and training-educational problems. The format will consist of a presentation followed by a number of invited respondents.

The specific example of collaboration will be around the issue of water and sewage, the collaboration between the City and the University in this area and what this model implies for other areas. This specific issue deals with four elements arising out of the Federal and State suits regarding the Detroit sewage plant: 1.) Developing a technique for understanding the collection system, for example in response to different kinds of rainstorms; 2.) Developing energy conservation techniques for the sewage treatment plant, which is one of the large local energy users; 3.) the need for an education/training program for plant staff and the type of program this might be; 4.) the study of the consequences of the plant doing a better job, which means the accumulation of more sludge, and the aggrevation of the sludge disposal problem. Discussion of the specific example will be followed by reference to air pollution control, public lighting, solid garbage, transportation, and perhaps some other items.

5. Urban Life Cycles

This hearing will be an effort to bring together University and City people dealing with different aspects of the urban life cycle (child development, youth issues, family, and gerontology) to examine what areas of mutual collaboration might be of interest.

Our clocks, calendars, fiscal years, etc., are all based on agrarian time and life cycles, which are most responsive to climatic and agricultural cycles. But there is a different cycle (at least to an important extent) in our industrial-bureaucratic society. Those working with children, youths, families, and senior citizens all have had to come to grips with this reality. By combining their experiences in

5. Urban Life Cycles (Continued)

In this hearing area there is no presumption that those working in the four fields (child development, youth problems, family, and gerontology) should shift the emphasis of their primary concern. What is being looked into is that some collaboration on the larger issue might be fruitful in regard to these primary concerns.

These five are an experiment in developing an environment and personal relations among City and University personnel which would be fruitful in dealing with short-and-long-run issues. There are obviously other topics around which hearings could be organized; economic development, political development, to mention but two. Should this experiment be successful in the five areas we have chosen, the experience can easily be tried for other topic areas.

Human Resource Development
and Adult Education

3 June 1977

WAYNE STATE UNIVERSITY
COLLEGE OF LIFELONG LEARNING
DETROIT, MICHIGAN 48202 AREA CODE 313 577-2400

MC GREGOR MEMORIAL CONFERENCE CENTER
495 PERRY MALL

May 20, 1977

Dear :

We would like to invite you to the Friday, 3 June, 1977, Hearing on Human Resource Development and Adult Education to be held at the McGregor Memorial Conference Center, Room J, from 2:00 to 5:30 p.m. and followed by a dinner.

The concept of the Hearing is described in the enclosed NSF University-City... The specific Hearing on Human Resource Development and Adult Education will focus on the two attached papers -- The Working Man's Sabbatical and A Training Model...

We have asked you to prepare a short statement on the subject and a response to the specific concepts. If we receive these by the 22nd of May, they will be mailed out to all those invited. If we receive them later, you will receive them on arrival at the Hearing.

The format of the Hearing is a short presentation of the two papers and the other statements, followed by interchange among the Hearing officer and the presenters, open to questions from the floor. After this you are invited to a dinner where we will discuss what the next steps should be.

We would also like to invite you to the Paid Educational Leave Seminar which will be held Friday evening and Saturday.

Please fill in the acknowledgement form and return it as soon as possible.

Cordially,

Otto Feinstein

Otto Feinstein
Hearing Coordinator

OF:ws
Enclosure

HUMAN RESOURCE DEVELOPMENT AND ADULT EDUCATION

Friday, June 3, 1977
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MEMORANDUM

SUBJECT: Reducing the unemployment rate from 7.5% to 5.5% within the next 12 months and making the Workers' Sabbatical (Paid educational leave) a reality in the U.S.

FROM: Otto Feinstein, Associate to the Office of the Vice President for Urban Affairs, WSU

TO: Ron Haughton, Vice President for Urban Affairs, WSU

DATE: 30 April 1977

WHEN the Secretary of Labor visited WSU he not only raised the critical issue of the unemployed but also stated that the Carter Administration was seriously looking into the issue of the workers' sabbatical.

WHAT is proposed here is that the two issues are heavily interrelated and that the time is ripe to not only make the workers' sabbatical real but to use it as a main tool in dealing with unemployment.

THE BASIC IDEA is to establish 1,000,000 Working Man's Sabbaticals and 1,000,000 Community College Urban Conservation Corps Scholarships, thereby reducing unemployment by 2,000,000 (excluding any multiplier effect), and that this could be accomplished in 12 months.

THE WORKING MAN'S SABBATICAL

This idea has been spreading in the western industrial nations, and could be compared to a modest version of the post WWII GI Bill, but in this case not for military service but for service to the nation in industry, commerce, and government.

The Federal Government would provide 1,000,000 scholarships for workers in industry, commerce, and government, who have completed seven years of work. The individual would receive $10,000 a year (tax free) for living expenses, $1,000 for tuition, and $250 for books and related expenses. Should the worker's spouse wish to go to school, the family living expenses would be increased by $2,000 and the spouse would receive $1,000 for tuition, and $250 for books and related expenses.* The recipient would have to guarantee that he or she would not work during that year, and the employer would guarantee that the recipient would be replaced, so that no jobs would be lost, and that at the end of the year the worker would have his or her job back, as well as paying the fringe benefits during the sabbatical. The Federal government would pay the social security tax.

*To avoid family break-up and strengthen family solidarity, as well as providing a model for children.

TOTAL DIRECT COST: $14,500,000,000
REDUCTION OF UNEMPLOYMENT: 1,000,000 (minimum)
ECONOMIC COST OF ONE MILLION UNEMPLOYED TO FEDERAL GOVERNMENT: $16 Billion

Since more than 50% of spouses in working class families work the reduction of unemployment from this factor alone would be far greater than the one million. In addition some 43,750 faculty and academic staff, and 7,000 secretarial positions would be established, dealing with unemployment in higher education. The sabbaticals could be targeted into high unemployment areas have a positive economic stimulus effect while reducing local welfare and related expenses.

In the following years a condition of receiving the sabbatical could be having completed three years of college, while working. This would give a great boost in utilization of company and agency educational (tuition) rebate programs, while giving evidence of the applicants' educational motivation. By making this a permanent feature of our society we would be greatly up-grading our workforce and citizenry, dealing with unemployment permanently, and preventing the major crisis in higher education, one of our key national resources.

FINALLY, the Secretary of Labor indicated that one million unemployed cost the federal government $16 billion dollars. This program would only cost $14.5 billion. Thus, all of its social, economic, and personal advantages would be accomplished at no cost, in effect at a $1.5 billion dollar saving to the taxpayer.

THE COMMUNITY COLLEGE URBAN CONSERVATION CORPS

The Federal Government would provide 1,000,000 scholarships for youths between 16 and 24 years old to be administered by contract with local community colleges. The individual student would receive $4,000 (tax free) per year, plus $1,000 for tuition and $250 for books and related materials. In addition to being full-time students, each recipient of a scholarship would work full-time in an Urban Conservation Corps administered through the Community Colleges. The program would be targeted into high youth unemployment areas. The grants would be for two years to the individual, with new grants awarded every two years.

TOTAL DIRECT COSTS:	$5,250,000,000
REDUCTION IN YOUTH UNEMPLOYMENT:	1,000,000
ECONOMIC COST TO FEDERAL GOVERNMENT OF 1 Million unemployed	$16,000,000,000

In addition some 43,750 faculty and academic staff, and 7,000 secretarial positions would be established in the community colleges. Given the cost of one million unemployed, this program would achieve all of its social, economic, and human objectives, while saving the taxpayer $10.75 billion dollars.

CONCLUDING COMMENTS

The combination of these two suggestions would decrease unemployment by 2 million and, if the Secretary of Labor's figures on the cost of unemployment are right, all this would be done at a saving of $12.25 billion dollars to the taxpayer.

Local business and government would realize significant savings by replacing a fairly high seniority worker by internal promotions and hiring in a new low seniority worker, as well as increasing job stability. Mobility within the company or agency would also be improved. The higher education, publishing, public television industries and those servicing them would receive a major boost while at the same time increasing their services to the public. The Community College Urban Conservation Corps would provide a major increase in the services received by city residents without adding to the city budget.

The credibility of the Administration would be greatly enhanced by immediately realizing the campaign promise which most Americans took to be its basic pledge. This way of keeping the pledge creates a more highly educated workforce while absorbing the unemployed into the private sector or existing public jobs. It offers major benefits to the urban-minority and intellectual support base of the Administration at probably the lowest per-capita cost possible. It provides a major benefit to the working class "middle-Americans". It provides important benefits to business. Finally, it gives the U.S. leadership among the western industrial nations in using education for working people for both cultural and economic reasons.

Timing and Implication

If such a program were adopted, a pilot program should immediately be launched. Administration should be centralized during this period, contracting out to Universities, Colleges, and Community Colleges for a specific degree program for working adults, with the contracting party having to have its personnel trained for this specific program.* As time goes on the institutions would adapt the program to local conditions and the central agency would be phased out.

*The model I have in mind is the US/WC program which at its high point had some 3,600 working adults pursuing a bachelor's degree as full-time students while being full-time workers.

SUMMARY STATEMENT

We propose setting up a Humanities Institute which will:

1. Develop a four year inter-disciplinary humanities oriented degree curriculum geared to working adults - which will involve the development of multi-disciplinary themes in the humanities , new combinations of fields, broadening the perspectives within existing disciplines.

2. Develop and retrain faculty to implement this program when they return to their home institutions and home towns.

3. Develop humanities courses and materials which can be used in urban areas around the country.

4. Reach out to institutions and organizations whose membership would benefit from such programs and who would insure the success of such programs in their local areas.

The curriculum would be a four year humanities based interdisciplinary program with an urban emphasis designed to meet the needs of the working adult interested in a college education. It would use a "delivery system" comprised of TV courses, intensive weekend conferences, a small group seminar-like course, tutorial and individual instruction. The potential of such an approach in bringing a humanities oriented curriculum to the working adult population has been indicated by the enrollment of some 3,600 working adults as full-time degree students in the Detroit area.

We propose the following approach:

1. A one year institute will be developed and higher educational institutions willing and able to set up such a program will be selected from 5 major urban areas.

2. Each institution or consortium will send a team of 5 people for the length of the entire institute - one a humanist dealing with humanistic issues in the social sciences, one dealing with humanistic issues in science and technology, one dealing with humanistic issues in art and culture, one an expert in learning skills and adults, one an expert in student services related to working adults. These 5 teams will work with the institutes staff and visiting experts in developing the curriculum.

3. Short institutes will be held in Detroit and later in the area of origin of the teams involving institutional leaders and

leaders of organizations and institutes of potential students. The prupose of the short institutes will be to create conditions for success and support, so that the program can be implemented upon the return of the teams to their home settings.

4. An evaluation group will be involved with the program from the begining and will work with the institutes staff in the second year to assist with local implementation of the program.

5. Upon completion of the implementation year a national conference (or regional conferences) will be organized for all institutions interested in this approach.

One issue which is critical is the commitment of the local institutions to implement the program upon return of the team. We feel that unless these conditions are met that there should be no team from that area. It would also be most interesting to have teams representing local higher-educational consortia.

While there are clearly many ways of organizing an inter-disciplinary humanities based, urban working adult oriented, curriculum, we would approach it in the following way at this time:

1. Twelve courses (3 TV, 3 class-seminar, 3 weekend conference courses, 3 theory and method courses) would be developed from a humanistic approach to the social sciences. The themes would be:
   a. The American People: Who they are, where they came from, and where they are going.
   b. Work and Leisure in America: Values, needs, and institutions.
   c. The Causes and Consequences of Human Conflict
   d. The Philosophy and History of the Social Sciences

2. Twelve courses (as above) would be developed from a humanistic approach to the arts and culture. The themes would be:
   a. The Quality of Life in Urban America
   b. The Arts of the Imagination
   c. The Performing Arts
   d. The History, Values, and Criticim of the Arts

3. Twelve courses (as above) would be developed from a humanistic approach to science and technology. The themes would be:
   a. The history and method of discovery and its application
   b. Ecology, Environment, and Energy
   c. The Urban Life Cycle
   d. Science Values, and Technology

4. A one year (nine courses) curricular process involving the tying together of the first three years, the development of independent intellectual skills by means of senior essay and colloquium, and the meeting of other educational needs will also be developed.

For each of the themes a TV course, a weekend conference course, and a seminar small group class will be developed. In the progression of the four year curricular content, communications and analytic skills will also be planned out, as will the entire educational environment for the working adult and the participating faculty.

We believe that this Humanities Institute will be one of the most exciting and productive, but we also believe that it will serve a unique function. It will introduce the humanities into the ever more important area of adult degree education, and through its success show that there is no conflict between the humanities oriented tradition of higher education and the intellectual and professional needs of working adults. We hope to demonstrate, that there is not only no contradiction, but that the humanities are critical for any serious adult degree education. To guarantee this success we hope to involve key elements in the Institute.

1. Continuing Evaluation Component - Department of Adult and Continuing Education (University of Michigan), OECD Adult Education, Open University, and Adult Education UNESCO.

2. Outreaching to Potential Institute Participants - Conference of Public Urban Universities, AAUP, previous NEH Humanities Institutes.

3. Outreach to Potential Student Groups - Educational experts of UAW, AFSCME, AFL-CIO, League of Cities, education department of some major corporations, Public Broadcasters in areas from which Institute Participants will come.

4-22-77

DRAFT

Will the humanities continue to be central to academic life ?

Two major changes in academic life have and will continue to challange the traditional role of the humanities. The first of these is the accelerating specialization and the resulting conceptual fragmentation of the humanities. The National Endowment for the Humanities has and is confronting this issue through a series of institutes designed to reintegrate the humanities by a process of focusing the specialized sub-disciplines onto a number of major inter-disciplinary concerns, and developing curricula and academic experts needed to implement this approach in Universities accross the nation.[1]

The second major change confronting the humanities is the result of the fiscal and enrollment crisis confronting higher education in general and the humanities in particular. In their effort to survive, the Universities have started developing new degree programs for the working adult student. The main thrust of this effort has been vocational in content. As these efforts succeed the role of the humanities within the University curriculum will decline even further, as will faculty positions for those trained in the humanities. One can forsee a not too distant future where the humanities will be periferal to the higher education process, at a time in history where understanding the human condition and clarification of human values is more necessary than ever. Paradoxically, it might come to pass that as University education becomes more available to our adult population, its concerns and contents will be so altered as to raise the question of its univers (ity) nature.

We propose a Humanities Institute designed to address this second change and challange.

What we wish to do is to combine our experience in developing a highly successful[2] humanities based adult degree program with the experiences of the content oriented, previous NEH Institutes. Our goal would be to train personnel and elaborate curricula which could be implemented accross the nation within a short period of time and which would achieve three objectives:

1) Establish a norm for the new adult oriented degree programs which makes the humanities central while still dealing with the vocational and personal needs an d interests of the working adult students;

1. See the curricula developed at the Yale and Chicago Institutes.
2. See the North Central, University of Michigan, and UNESCO evaluation of the WSU adult degree program.

2) provide an environment for a new blossoming of the academic and non-academic humanities by means of their expansion and adaptation to the life of the adult students;

3) provide new areas of employment for humanists with the resultant impact on graduate programs and other humanities activities.

Background

This proposal is based on our actual experience. In 1973 we developed and implemented a four year degree program for working adults with a heavily humanistic oriented curriculum at Wayne State University.

By 1975 the program was completely operational with some 3,600 enrolled full-time students pursuing a BGS degree and with 15 graduates. This success in reaching a new working adult clientel, coupled with the fact that the entire program (including the production and broadcast of some 800 half-four color TV programs) was financed out of the normal tuition revenues from these students, combined humanistic values with fiscal pragmatism, and should make possible the duplication of this model in most parts of the nation.

THE PROPOSAL

The proposed institute would consist of a team of local experts/facilitators familiar with the proposed model. They would work for an academic year with five teams of five people from five major urban areas in the development of the humanities based curriculum and its implementation in the five areas from which the teams would be selected.

The teams would stay in residence for the entire academic year or each area could send a team per quarter for the entire year. In the second year the participants would implement the program in their home area working with the Detroit based experts/facilitators and the evaluation team. At the end of the second year notes would be compared and an evaluative report issued.

In addition to these long term sessions there would be a series of short term sessions (1 to 5 days) for institutional leaders, both from the potentially participating Universities and Colleges and from the organizations and institutions representing potential students.

The Participants

The participants would be selected from faculty and staff from Universities and Colleges or consortia of such in five urban areas. These institutions would have to evidence a committment to enacting this new humanities based degree program in their respective area. The selection of the urban areas and institution we hope to do with assistance from the Conference of Urban Public Universities. The individual participants would be selected in cooperation with the selected institutions. The Detroit experts/facilitators will be led by Otto Feinstein, (Professor - Science of Society, Monteith College) and Frank Seaver (Director of Conferences and Institutes, Wayne State University). They would be joined by Richard Place (History) for the final year and Theory/Method, Eric Bockstael (Urban Humanities) for Art and Culture, Eric Fenster (Biologist) for Science and Technology, Carter Stevenson (Counseling) for student services, and a yet to be identified person for skills development. The evaluation team would be chosen from the University of Michigan - Department of Adult and Continuing Education, College of Education, the UNESCO evaluation team which had visited Wayne State University, and perhaps the AAUP.

The short term participants from institutions of higher learning will be selected with the help of the Conference of Urban Public Universities and by the participating institutions or consortia. The short term participants from groups and institutions of potential students will be selected with the help of the UAW, AFSCME, AFL-CIO, and other locally important unions; the league of cities and corporations interested in education of their employees and present in the participating areas. (We have good reason to believe that all of the above mentioned would participate, but we would not contact them formally till after our discussion of this draft.)

The selection of institutions (or consortia) will start as soon as the grant is awarded and the individual participants will be selected immediately there after. Given the academic world we assume that it will take at least nine months between receipt of grant and the arrival of the long term session participants in Detroit.

The Long Term Sessions

Each area chosen for participation, let us say Chicago, Cleveland, Detroit, Pittsburgh, Buffalo, would select a five person team consisting of one humanist expert in the social sciences, one humanist expert in science and technology, one humanist expert in art and culture, one humanist expert in communications and analytic skills, and an expert in student services. These teams would stay for the entire year or if desired by the home institution or consortia

would be replaced by a similarly constituted team each quarter.

The long term session will require individual work from each participant, team work by the specialists in each area, and basic planning and evaluation by the entire group.

The area specialists will review existing TV courses for possible use in the curriculum or if none are available, plan the production of the required TV courses as a team. They will develop the conference courses in small teams, and the seminar workshop courses individually. The sub-groups and then the total group will see that these courses fit into a total curriculum. The communications and skills specialists will look at each course, each quarter (or semester), and each year to make sure that skills are included in a developmental manner. The student service specialists will develop respective procedures for their home institutions from recruitment to graduation and will consider the enire program from a total educational environmental viewpoint.

The Short Term Sessions

A number of different short term sessions will be held both in Detroit and at the home of the participating institutions. At this point we see an initial session in Detroit explaining the program to the selected institutions before the specific faculty are to be selected and a similar session with the outreach and evaluation groups. During the Institute Year we see a series of reporting sessions maybe two or three made by the institute participants to the institutions. Before the end of the institute we would see conferences in the home areas of the participants to begin the process of implementation.

The Curriculum

At this stage of development of the proposal we see the development of 45 four credit hour quarter courses adaptable to the tri-mester or semester system. For each of the themes list below three courses will be developed: one will be a general course covering the entire concept which will be shown on TV, one will an intensive investigation of one aspect of the general theme suited for as eminar small group discussion format. and the third will be the development of a weekend conference course on the current issues related to the theme. At this time the themes are:

1. The American People: Who they are, where they came from, and where they are going
2. Work and Leisure in America: Values, Needs, and Institutions
3. The Causes and Consequences of Human Conflict
4. The Philosophy and History of the Social Sciences

5. The Quality of Life in Urban America
6. The Arts of the Imagination
7. The Performing Arts
8. The History, Values, and Criticism of the Arts
9. The History and Method of Discovery and Its Application
10. Ecology, Environment, and Energy
11. The Urban Life Cycle
12. Science, Values, and Technology

Nine courses will make up a curricular process involving the synthesis of the first three years, the development and testing of independent intellectual skills by means of a senior thesis and colloquium, and the meeting of other educational needs at this final stage.

In the preparation of these courses extensive use will be made of existing TV courses, of models and specific courses developed at the Chicago and Yale Humanities Institutes, and other work familiar to the participants. Clearly, new courses will have to be developed, even with a commitment to use interdisciplinary humanities oriented existing materials. But the greatest area of innovation will be the contents of the total package and its applicability to the working adult student. We will also develop a staff training program for use when the participants return to their home institutions.

(This Draft is intended as the basis of far more detailed proposal. It, however, does present the essential concept, which is what we are discussing at this stage.)

(If the Institute is successfull I would estimate that some 5,000 students would be enrolled in such a program within two years, with a potential of many times that number.)

PAID EDUCATIONAL LEAVES FOR WORKERS

STATEMENT OF
CARROL M. HUTTON, DIRECTOR
UAW EDUCATION DEPARTMENT

TO

HEARING ON HUMAN RESOURCE DEVELOPMENT
AND ADULT EDUCATION

AT

McGREGOR MEMORIAL CONFERENCE CENTER
WAYNE STATE UNIVERSITY

June 3, 1977

I have been asked to contribute the views of the International Union, UAW, on the subject of paid educational leaves for workers. My task is made considerably lighter because I am in a position to offer comments of the President of our union and his two predecessors on this subject.

On May 27, 1977, hardly a week after his election to the presidency of the UAW, Douglas Fraser made this statement in regard to paid worker sabbaticals:

> "The UAW has introduced into its collective bargaining agreements over the years the concept of reduced work time for its members. This has been accomplished in many innovative ways and for a variety of reasons. We have incorporated into our contracts paid vacations and holidays, longer rest periods on the job, early retirement, additional personal days off with pay, and the list continues to grow. Because of our continuing support of the concept of lifelong learning, we will be considering in future negotiations the proposal of paid worker sabbaticals for educational purposes. We will in this way offer management the opportunity to join with us in support of the lifelong learning concept for their employees. Paid worker sabbaticals do much more than encourage individual growth; in our increasingly technological society,

> with changing demands of skills, education, and adaptability, continued growth of our economy has been made possible because of an increasingly educated work force. This is a healthy trend that should be encouraged not only for the individual, but also for society as a whole. Paid worker sabbaticals is an idea whose time has come."

Leonard Woodcock, UAW President from 1970 until mid-May, 1977, in his remarks to the American Association of Community and Junior Colleges, on April 16, 1975, in Seattle, Washington, said:

> "We are now becoming interested in the prospect of negotiating paid worker sabbaticals in future bargaining...We feel--or hope--that either the time has come or must come shortly when blue-collar and white-collar workers should benefit from the opportunity to break away from the daily grind without having to walk the bricks or stand in unemployment lines; that they should be free to go back to school or up to college, or to write a book about the life of a worker, or whatever. Such workers, we believe, need to unwind, or renew their enthusiasm, or strike out in a new direction, or improve their skills as much as any college professor."

The above comments should come as no surprise to those who have followed news of the UAW, our innovations at the bargaining table, and our development of programs that would best serve the needs of all working people. The UAW has been highly conscious of the need for a program of paid educational leave ever since Walter Reuther first proposed it a decade ago.

At the recently concluded UAW 25th Constitutional Convention, held in Los Angeles, California, May 15-19, 1977, the UAW Canadian Resolution adopted had the following to say:

> "Our major achievement in the education field had been the recent acquisition of paid education leave in contracts with two Ontario-based firms. The first of these contracts--and far from the last--was achieved in negotiations with Rockwell International (Canada) and covers some 1,100 employees at two plants.

Paid education leave has become a priority in all contract negotiations and, while Canada has no legislative provisions for PEL, it is our hope we can report legislative progress at the next convention."

The educational needs, aspirations, and attainment of American workers have been undergoing vast and rapid change, particularly since the end of World War II. At that time, the GI Bill, with its educational benefits for veterans, helped provide needed new skills and learning so that the accelerated pace of technology could continue unabated.

The direct relationship between our indistrial expansion of that period and the education and training of a modernized labor force was well understood by American industry which, at least in one area, gave tacit (if not open) endorsement of the concept of paid worker sabbaticals. A member of my own staff in 1955, employed by one of the Big Three automakers, completed a four-year apprenticeship in toolmaking. Fully 10 percent of the 8,000 hours involved in this program was spent in the classroom, on company time, on the company payroll, and on company property, learning the theoretical and technical skills needed to become a toolmaker. This example has been the rule in industry, rather than the exception.

What has benefited workers and industry in this limited use of the paid educational leave concept should be expanded so that all workers and all society can share the benefits. Conventional wisdom in the past has locked working people into an immutable profession from school to factory to retirement. This conventional wisdom no longer holds true. Workers today refuse to be cast in this mold.

The needs of a thriving democratic society, as well as the wide acceptance of the lifelong learning concept, result in greater expectations of working people for new careers, new opportunities, new occupations.

In its report on "Technology and the American Economy," to President Johnson, in February, 1966, the National Commission on Technology, Automation and Economic Progress made many recommendations on education aimed at providing "more extensive and better education at all levels, from nursery

to the university." Walter Reuther, a member of that Commission, in summarizing its recommendations, said that "one approach would be through management-labor programs to encourage workers to engage in full-time education during periods of layoff and during negotiated sabbatical leaves."

The UAW has played an important part in expanding educational opportunities for our members. We have negotiated tuition refund benefits of up to $900 a year in most of our contracts. We have members attending various labor education and labor studies programs in over 100 community college and university campuses throughout the United States and Canada. At Wayne State University, alone, today, about 1,800 UAW members are enrolled full time in a four-year baccalaureate degree program.

Universities and colleges have seen a recent shrinking of enrollment due to unemployment, increased tuition, and other reasons. The concept of paid worker sabbaticals, could mean a fuller use of our educational resources, and a richer life and expanded opportunities for participants in such a program.

In a period where a full employment economy seems a long way off, does it not seem a more intelligent proposal to pay unemployed workers to go to school rather than paying unemployment benefits to seek non-existent jobs? Which of these alternatives offers the greater benefits to society? The answer seems obvious.

The proposal made here for setting up a Humanities Institute at Wayne State University seems like the kind of approach to a "delivery system" of higher education for working adults that should be considered and that could be applicable to other urban areas. Other approaches might be attempted.

It has been demonstrated by members of our union that the need and interest in higher education is evident. Nor is the UAW alone. Other unions have also been negotiating reduced work time in various forms. American workers and society in general would benefit from a full acceptance of the concept of paid educational leaves.

HUMAN RESOURCE DEVELOPMENT AND ADULT EDUCATION

No one who is the least familiar with the many aspects of human growth processes would oppose the statement that humans learn from the moment they are born, until the moment they die. But many would argue that not all learning is development. Human development implies a process of growth with each subsequent phase being qualitatively superior to all antecedent phases. Development means to progress, expand, grow and to mature. Human development has no limits, in either depth or breadth. But for humans to realize their full potential, they must interact with environmental conditions that stimulate and sustain the developmental process. One such environment is the classroom. But it is but one environment and probably not the best.

The richest and best environment for human development is the process of living. Every life-cycle is unique. Each life is unique. Each developmental process is unique. Each individual must shape his or her own development. All that others can do is to provide the resources and supporting environment with which individuals can develop themselves.

Recent Developments in Industry

The human potential movement that has been very much a part of the American landscape in recent years is manifesting itself in industry in a variety of simple and complex forms.

In its larger form it is co-mingled with the quality of working life movement. Efforts to enrich working lives are but a means by which human development can be fostered. Alternative work arrangements and organizational designs unleash untapped human capabilities and create working environments which challenge unrealized talents and human potentials.

In its simpler form, managements are finding that education and training experiences that are linked to particular needs or desires are more likely to be voluntarily sought and are more likely to be utilized.

A specific example of this was noted by Undersecretary of Commerce Sydney Harman before the House Subcommittee on Economic Stabilization at its hearings on H.R. 2596, the Human Resources Development Act of 1977. Dr. Harman testified about the Work Improvement Program at the Harman International Plant in Bolivar, Tenn. He noted that workers were able through improved productivity to earn idle time off from their regular work assignments. Many employes used this free time to take classes given in the plant in any courses of interests, from music appreciation to blueprint reading and from guitar playing to paint technology. These courses are now open to worker families and to just about anyone in the community who wants to learn or, in fact, wants to teach.

Dr. Harman concluded his testimony by saying, "I believe that human development, in the fullest sense of the term, is the whole purpose of . . . life itself. I am its devoted advocate both as a general concept and in its specific application to the workplaces where we all spend such a large portion of our lives."

It is this last statement that I regard as particularly relevant to these hearings. For most adult human development to occur there must be a desire and, generally, a need to acquire new knowledge and skill. One need but examine the statistics for industrial educational programs to realize how few people actually take advantage of these negotiated agreements.

Participation by hourly-rate employes in tuition refund programs is uniformly low. In the case of General Motors, approximately one percent of the eligible hourly employes actually take courses under the auspices of the GM Tuition Refund Program. The percentage is higher for salaried employes (approximately 5.5 percent) but still considerably less than what one might expect or even hope for.

Because of the concern of this low level of participation by hourly rated employes, GM and the UAW are undertaking, in cooperation with the National Manpower Institute, a joint study as to why such programs are not more fully utilized. As a part of this study, programs will be initiated to overcome some of the reasons for low participation. The effects of these experimental modifications in the program will be measured and evaluated.

In Response to the Proposals for "The Working Man's Sabbatical and a Training Model . . ."

In the preceding paragraphs, an effort has been made to establish the proposition that for many workers the educational model seems most appropriate when it is closely linked to the world of work. On the positive side of the proposition the successes of the "Harman Project" were cited. On the opposing side of the proposition the lack of participation in collectively negotiated educational programs was cited.

Before pursuing this proposal much further, the proponents may wish to obtain statistics on the extent to which women who have been provided some form of educational grants under class action settlements of alleged histories of discrimination because of sex against AT&T and Bank of America have taken advantage of these opportunities.

It would also be helpful to know what proportion of eligible employes in the steel industry use their earned sabbaticals for educational purposes.

Last year the 150 OIC's (Opportunities Industrialization Center) across this land and in some foreign countries trained 61,255 persons at an average cost of $1,500. Since its establishment in 1964, OIC's have trained 476,000 people and placed 75 percent of them in jobs. These are people who are classed by some as the unemployables. One of the major reasons for the success of this program is the OIC philosophy and all of its efforts are committed to helping people prepare for a specific job, to become self-supporting and to gain a measure of self-respect and dignity.

Any adult educational program designed to appeal to a vast majority of people who are most in need of assistance must be relevant to their needs and to their aspirations. It must provide them with a job or a better job; it must elevate their social-economic status; it must enhance their feelings of self-respect and dignity.

D. L. Landen Statement
Wayne State University Hearing on
Human Resource Development and
Adult Education
June 3, 1977

PAID EDUCATIONAL LEAVE: CRITICAL ISSUES & PROBLEMS

IMPLICATIONS FOR RESEARCH

Background - The experience of European countries with policies having educational leave "effects" identifies a number of problems and critical issues that must be taken seriously into account in the process of formulating policy in any country. These problems range from those of a philosophical nature to those which deal with the social, political, and ecnonomic patterns of control over such things are recruitment, curriculum, implementation, clientele, financing, and a host of others. Unanswered questions which arise from these problems include:

1. What are the characteristics of the workers who elect to participate?

2. Are their leaves short-term or long-term in duration?

3. What is the nature of the education or training they receive?

4. Does the scheme encourage enrollment in general education and culturally oriented courses?

5. How are choices made with respect to the selection of types of education or training?

Philosophical Issues - Perhaps the most critical issue is one which probes the very nature of Educational Leave itself. It revolves around the following set of questions:

Should Educational Leave be viewed as an instrument of personal and social change - when an attempt is made to straddle the world of work and the more general issues of any broadly educational experience? Or should educational leave be viewed as an instrument of personal adjustment. The European experience

demonstrates that educational leave effects can indeed be a means of making adjustments to changing societal conditions most often in relation to shifts in employment and changing technology. In those nations with a rich tradition (Denmark, Sweden) and national networks of Adult Education, the learning system has been oriented philosophically to democratization and the building of a more broadly based culture. Remedial and vocational adult education in those countries are recent developments that have been grafted on an established system, bringing about the potential for fundamental change in policy and introducing conflict into the system - the short-term, utilitarian aspects of the newer elements conflicting with those long-range, philosophical goals of the traditional approach. The questions being raised here is one which deals ultimately with the role of educational leave in the social order. Again, the European experience is a vivid illustration of policy-makers attempting to find an acceptable compromise between what is educationally necessary, educationally desirable, economically feasible, and philosophically tenable.

RESEARCH IMPLICATIONS - There are of course numerous alternatives which might be considered in attempting to provide a substantive and experiential base for policy-formation in the Education Leave arena. Such possible research endeavors as in-depth policy studies of several European nations, market inquiries into potential clientele, developing models of programs and alternative learning systems, needs-assessment and feasibility studies, institutional and structural analyses, etc. The range and scope are enormous partly due to the number and complexity of the issues and the paucity of research. Some priorities, however, must be set! Our assessment is that we should undertake some experiments in which it might be possible to address several of the more salient issues simultaneously. For example, we can conceive of a research project in which several samples of blue collar workers (skilled and non-skilled) might be brought together over a period of time under the rubric of a paid educational leave program. The sample could be divided with respect to the nature of the learning activity - some involved in short-range, skill-oriented training courses; others in broader-based, long-range learning activities generally unrelated to the nature of the learner's job or

skill. The samples could be further differentiated on the basis of those with "limited prior experience in Adult Education" and those with "substantial prior experience."

With appropriate controls over the treatment (content or input) several different kinds of measurements are possible: learner satisfaction, self-concept and esteem, motivational structure or "trigger" (tendency to move into more educational programs if experiences are positive), learner perceptions as to their utility of the courses, aspiration levels of the learner, etc. Demographic data could be collected and possible learner profiles developed from the range of data. The likelihood of further participation in Adult Education might also be assessed. Certainly other research projects could be conceptualized which would add substantially to our understanding of the concept of Educational Leave in the American context.

The European experience has indicated a disappointingly low level of participation in paid educational leave programs. This paper speaks to what we believe is a fundamental (if not the fundamental) issue confronting the concept of paid educational leave, namely, that participation in such a program may very well be a function of economic and social class origins.

L. S. Berlin
Wm. Cave
The University of Michigan

PAID EDUCATIONAL LEAVES AND THE HUMANITIES INSTITUTE

The appeal of a Worker's Sabbatical Proposal for this country is that not only does nobody lose, but the taxpayers are saved 1.5 billion, [1.] unemployment would be reduced by one million while one million adults would be given access to their cultural heritage which they do not now have.[2.] Current and projected enrollment declines in education makes the proposal all the more timely for those of us who work in higher education. WSU's enrollment is down 3,000 compared to one year ago. In 1957, Michigan experienced its highest number of live births. The crest of this population wave is presently passing through the undergraduate levels of colleges and universities. Michigan is experiencing for the first time an enrollment decline across the entire public education system, from kindergarten through college. Enrollment decline will accelerate until the early 1990's. By 1984, Michigan's public secondary schools will have 184,700 fewer people than the current 923,500. By 1990, Michigan's senior high schools (grades 9-12) will have lost nearly one third of their present enrollment (roughly, a loss of some 200,000). [3.]

Concurrent with this enrollment decline is the "greying of the campus." [4.] More middle aged people then ever before are coming for the first time, or returning, to the campuses of North America. But this group is not the public that the Worker's Sabbatical has in mind, that is, the hourly wage earner. A point of social justice is involved that would provide access to cultural heritage for the hourly wage earner which he does not now have, usually because he cannot afford it, either economically, or psychologically.

In the early part of this century, when public education was becoming universal in the industrialized countries, labor leaders were rightly concerned that the age-grade tracking system and the educational I.Q. testing practices worked systematically to the disadvantage of the children of the hourly wage earner. In this country, there was also concern about the high school movement which not only met the white collar skill demands of the business economy at public expense, but also, with the emergence of "vocational education" tracks was meeting

the demands of the business economy for blue collar skills at public expense while at the same time providing for an effective socialization process for persons into the working class. And that socialization process deprived the processee from access to a humanistic, or liberal--that is, liberating-education.

We recall that public education was originally set up in this country not to train people for better paying jobs, but for political reasons, that is to make citizens more knowledgeable and critical thinkers. But today, if teachers are to assist in making people better thinkers, it means that the teachers have to begin by finding out where the student is, what are his deepest concerns, what is his present life-situation. This is most especially true when the student is an adult. And to help others become better thinkers means to assist them in the struggle to understand the economic, historical, psychological, and most of all, social forces at work that shape and structure his present life-situation. For if a person is to become a critical thinker he must know where he is now, and where that "now" came from. Because he can't do anything systematically or effectively to change that "now" unless he knows where it came from and what it looks like. One must have a structural perception of one's life-situation in order to change it planfully.

Without such a structural perception of one's psychosocial situation. it is nearly impossible not to be overwhelmed, not to be dominated, even domesticated, by that situation. And the purpose of the Humanities Training Model is precisely at least so it seems to me after examining the proposed curriculum--to provide an opportunity for persons "to turn personal troubles and concerns into social issues and rationally open problems." [5].

> As C. Wright Mills put it: The knowledgeable man...understands that what he thinks and feels to be personal troubles are very often not only that but problems shared by others and indeed not subject to solution by any one individual but only by modifications of the structure of the groups in which he lives and sometimes the structure of the entire society. [6].

So, a liberal education for adults cannot be merely a vocational education program, as many adult education programs in this country are. For the vocational education programs are not designed to help people become more knowledgeable in the sense referred to by Mills.

It is important to me to locate the proposed Humanistic Institute Training Model within a framework, a context. And that context is a tradition that has been around for a long time in the industrialized countries of North Atlantic Community. When Albert Mansbridge founded England's Workers' Educational Association in 1903, he had three ideas in mind. The first was that the mass of ordinary men and women could turn a truly humaniscic education to as good account as the few who had already climbed the educational ladder. Second, the proper vehicle though that may be, but rather the relatively small group in which relaxed and friendly, even close relationships developed between the members themselves, and between the members and the instructor, and with sufficient continuity to exercise a genuine influence on all participants. Third, "workers" education could become a power only if based, not on plans, however well intentioned, devised from above by academic institutions and public authorities, but on an equal partnership between the bodies providing facilities and an organization commanding the confidence and voicing the views of the actual and potential students from the Association founded by him it exists to serve." [7].

Fifty years after its founding, the WEA had more than a thousand branches and a student membership of over a hundred thousand. When the distinguished scholar and truly great educator of adults, R. H. Tawney, spoke on May 8, 1953 at the invitation of the Council for Extra-Mural Studies at the University of London, on the occasion of the Fiftieth Anniversary of the WEA, he spoke of the workers need for a humane education both for personal happiness and to enable the workers to begin to shape the society in which they live rather than being passively shaped by it. Tawney never tired of insisting that no one social class is good enough to do its thinking for another. [8].

One year later, 1954, in our country, Charles Wright Mills, perhaps the greatest sociologist our country has yet produced, was asked to deliver the opening address on the occasion of the founding of the Center for the Study of Liberal Education for Adults (CSLEA) in San Francisco. In his brilliant 1954 talk (Mass Society and Liberal Education) Mills outlined what he thought should be the purposes, functions and characteristics of any metropolitan liberal education college for adults. He set the goal of such an institution as nothing less than the reconstruction of a network of publics, of arenas in which participants could achieve clarification of thought. This school, he said:

> "Ought to become the framework within which such publics exist, at least in their inchoate beginnings, and by which their discussions are fed and sustained. But to do so, they are going to have to get into trouble. For publics that really want to know the realities of their community and nation and world are, by that determining fact, politically radical." [9]

But not only is the Humanities Institute Proposal properly located within the tradition of Mansbridge and Tawney of England's WEA, and of C. Wright Mills and the CSLEA of our own country, but this Humanities Institute Proposal would even go beyond what Paula Freire and his colleagues started when they began the popular culture movement in Northeast Brazil some fifteen years ago with Brazilian peasants and the urban poor. Whereas, Freire clearly distinguished between "high" culture and folk culture in his work with the peasants and urban poor, the Humanities Institute Proposal seems to me to be designed to democratize "high" culture itself, or the entire cultural heritage of the West, to make it available to the ordinary worker, thus "proving that there is no conflict between the humanities oriented tradition of higher education and the intellectual and professional needs of working adults." [10] The holistic - interdisciplinary - approach of the proposed Humanities Institute curriculum is a creative response to the fragmentation

of knowledge that preoccupied Karl Mannheim and so many other serious thinkers who believe in human rationality. The learning methods suggested in the proposal as well as the methods used in WSU's Weekend College - i.e. TV courses, conferences, small group tutorials, group discussions, fit perferctly with what is known about how adults learn. [11.] The methodologies envisioned are in accord with this new science called "Andragogy" in Education. [12.]

We know, of course, that this Humanities Institute Proposal will have its adversaries both on the left and on the right.

On the Left: Educational anarchists will strongly oppose such a proposal, saying that all degree programs, for adults, and for everyone else, should be abolished. For a thoughtful statement of this position, I call your attention to the "Cuernavaca Manifesto" of 1974, that was put together by Ivan Illich and 24 others in a seminar at Illich's Center for Intercultural Documentation (CIDOC) in Mexico. [13.]

On the Right: Within this (WSU) or nearly any university, there are the academic education elite who have a strong "anti worker bias," [14.] who would keep the workers in his place, which is, in their view, nearly anywhere but here on campus. For their view of the university is that it is an esoteric community of scholars that has little if any practical or esoteric outreach function in the surrounding urban community. Our friend and neighbor, Professor Morton Gordon of the University of Michigan, discusses this reality with a delicacy and diplomatic sophistication that I could not begin to emulate in the paper he delivered at the International Seminar on University Level Continuing Education for Manpower Development in Addis-Ababa, in 1973. [15.] The academics in this education elite are, in Edward Shils view, victims of a liberal tradition of anti-traditionality, which explanation goes far in explaining their stance on many issues. [16.]

But just because a proposal that makes sense for here and now will probably be opposed from both the left and the

right, does not mean that it should not be supported by those of us who are traditionalists with a philosophic bent of mind. For we know that the lack of debate and controversy, where it is lacking, is of more concern than the fact of debate and controversy where it is present. [17]. Just because such a proposal will undoubtedly be controversial, is not a bad sign. For ideas, like individuals and social movements, should beware when all men speak well of them. As Tawney said, "neglect and unpopularity are bad, but respectability and complacency are worse." [18].

I conclude my response by suggesting another proposal--that a Workers Sabbatical Committee be formed from those of us here present--a committee that is consortial in membership, and that agrees with Adam Donaldson's view that clients should have a say-so in any adult education program, both in its conceptualization and implementation. And in the process of conceptualization and implementation, the workers need to indulge in systematic self-criticism, which is a sign of strength, not a weakness, and also lend an open ear and mind to what adversaries on both the left and right have to say.

John J. DeWitt
Professor of Theoretical and
Behavioral Foundations

Footnotes

1. In Otto Feinstein's Working Mans' Sabbatical memorandum to Ron Haughton (30 April, 1977), which has been made available to all of us present, the arithmetic is based on figures that were stated by Ray Marshall, the present Secretary of Labor, when he recently visited Wayne State University. Even so, it is easy enough to fault Otto's proposal on the grounds that the arithmetic is more imaginative than real, that it does not take into consideration the many fixed and hidden costs that would undoubtedly be incurred were the Federal Government to implement such a program, and so on. These kinds of objections are predictably by those of us to whom the proposal appeals. However, I am not convinced on the basis of the available evidence that the predictable fiscal objections that will be raised should be taken very seriously, unless they be raised by the Secretary of Labor himself because he is in the best position to know when the actual fiscal problems would be in implementing such a proposal. Finally, on the basis of his remarks, it would seem that he would be sympathetic and responsive to such a proposal.

2. By cultural heritage, I mean what is often called high culture, that is, the wisdom and experiences of the past that are traditionally transmitted from one generation to the next by way of humanistic or liberal education programs conducted by institutions of higher education.

3. These figures are based on the Michigan Department of Education's School Enrollment Decline: Projections and Implications (A Report of the Michigan Department of Education Task Force), Lansing, Michigan, 1977.

4. Many articles and studies have appeared recently even on the popular level in daily newspapers and weekly magazines. E. G., confer Newsweek's special report on "The Greying of America," February 28, 1977.

5. "Mass Society and Liberal Education," in Power, Politics, and People: The Collected essays of C. Wright Mills, edited by Irving Louis Horowitz, Oxford University Press, New York, 1957, p. 367.

Footnotes (continue)

6. Ibid., p. 370.

7. "The Workers' Education Association and Adult Education," in The Radical Tradition: Twelve Essays on Politics, Education and Literature, edited by Rita Henden, Penguin Books, Ltd., Harmondsworth, Middlesex, England, 1964, p. 89.

8. Ibin.

9. Loc cit., p. 373.

10. I am quoting from page 3 of the Humanities Institute Proposal we are considering today.

11. The reader is referred to an entire literature on this topic. A good sample from that literature is Teaching and Learning in Adult Education, by Harry Miller, the Macmillan Company, New York, 1964.

12. "Andragogy" is a fancy name for adult education. Educators sometimes seem fond of using words that nobody else can understand. Ordinary teachers usually just say "adult education."

13. Confer "Concerns at Cuernavaca," by Glen Jensen, in Adult Leadership (vol. 23, Number 6, December, 1974), p. 166. Also, confer "Exorcising the Spectre of Permanent Schooling," by David G. Gueulette, in Adult Education: A Journal of Research and Theory (vol. XXVII, Number 1, 1976), pp. 48-53.

14. In his recent speech here at Wayne State University, Labor Secretary Ray Marshall talked about this "anti worker bias" on the part of the professoriate in this country.

15. Professor Gordon's paper is available in mimeograph form at the University of Michigan's Department of Adult and Continuing Education.

Footnotes (concluded)

16. The reader is referred to "Intellectuals, Tradition, and the Traditions of Intellectuals: Some Preliminary Considerations," by Edward Shils, in Daedalus, Spring, 1972, pp. 21-34. The entire Spring, 1972, issue of Daedalus deals with problems and aspects of intellectuals and tradition.

17. Kenneth D. Benne, one of this country's leading philosophers of Adult Education, repeatedly makes this point in his writings and lectures because he knows that it has to be made over and over again. For example, confer "Philosophies of Adult Education," by John Walker Powell and Kenneth D. Benne, in Handbook of Adult Education in the United States of America, edited by Malcolm S. Knowles, Adult Education Association of the U.S.A., Washington, D.C., 1960, pp. 41-52.

18. Loc cit., p. 87.

Adult Higher Education and the Urban University

Harold M. Stack

University Studies and Weekend College

Any discussion of adult education and the urban university is complicated by the difficulty involved in arriving at a satisfying definition of the urban university. According to some definitions, in fact, the United States has no urban universitites as yet. In its study of the universities and the urban crisis, the U.S. Office of Education discovered that none of the institutions selected for study "qualified as an urban university if by that we mean an institution peculiarly responsive to its urban context, with all that implies about the makeup of its student body, its preparation of students for urban roles, its service to its immediate city."[1] The essence of the urban university, then, is not in its geography but in the way it responds to its urban environment.

In responding to this urban context, the urban university must make educational services available to clientele beyond the traditional student body. Increasingly, this means meeting the educational needs of adults. Clearly, the acceptance of a service role to the urban community means an implicit, if not explicit, commitment to adult education. No longer can the university view the education of adults as a marginal activity, but must make it an integral part of the university's function.

In meeting the educational needs of adults, the university will find itself serving a clientele which is best characterized by its remarkable diversity. In addition to the obvious racial, ethnic and class difference which characterize an urban population, there are other important differences as well. The adult population, for example, includes a far wider range of educational levels and academic backgrounds

then the university's traditional, age-graded population. The university must be able to serve not only those adults just beginning their educational career, but also those with substantial amounts of credits earned sometime in the past (frequently at another institution) and those with prior learning which has occurred through non-academic programs and experiences.

Another characteristic of adult students is the constraint of their time placed by the demands of work, family and social responsibilities. With the traditional delivery system, this results in more adults being unable to take more than one or two courses a term. Many adults, then, are confronted with the prospect of taking seven or eight years to earn a degree. This difficulty is accentuated by the frequent conflict between the work schedules of adults and the university's schedule of classes. Access to classes is further complicated by the geographical dispersion of the urban population and the distance most students have to travel to the campus.

The diversity of these students is also reflected in their motivations for pursuing a college degree. These include personal growth, certification requirements and the development of professional competence. The financial resources available to adults for a college education are also very diversified. VA benefits, LEEP funds and tuition refund programs, for example, enable many adults to attend college at little or no cost. For many more adults, however, there are no such provisions. Unfortunately, what financial aid programs do exist at the university are geared to the needs of the young.

The challenge, then, is to respond effectively to the diversified time, space, financial, intellectual and career needs of urban adults. In the past urban adult education has been characterized by offering traditional courses.

and programs at nontraditional times and places. What is required, however, are new forms of education with new or redesigned subject matter, offered in flexible time frames, utilizing a variety of teaching and study methods, and relevant to the needs of the urban adult.

One promising development in this area is University Studies and Weekend College. Utilizing a delivery system consisting of TV instruction, weekend conferences, independent study, and weekly workshops scheduled at convenient times and locations, University Studies and Weekend College has been able to respond effectively to many barriers which have traditionally denied adults access to a college education. The program's workshop and conference courses provide an additional element of flexibility since they can be tailored to meet the needs and interests of a variety of student groups. Similarly, the program's electives enable students to combine an urban-oriented general education with a course of study tailored to their personal and professional interests.

While University Studies and Weekend College has been successful in increasing the accessibility of higher education for many urban adults, its effectiveness would be greatly enhanced by a paid educational leave program. The implementation of a paid educational leave program would not only allieviate the financial burden of pursuing an education, but would also improve the quality of the educational experience. Through a paid educational leave program, then, adult students would be able to concentrate on their studies full-time and would be able to fully utilize the educational resources of the rest of the university.

PAID EDUCATIONAL LEAVE SEMINAR

AN INVITATION

June 3, 1977 — McGregor Memorial Conference Center (495 Ferry Mall west of Cass) — Wayne State University

June 4, 1977 — McGregor Memorial Conference Center (495 Ferry Mall west of Cass)

With the increasing importance of lifelong learning in the Unites States and elsewhere, the issue of workers' access to educational opportunities has come to the fore. Key is the issue of paid educational leave and such proposals in both legislation and contract clauses have started to appear. In France, all employers contribute 2% of their payrolls to an educational fund; in Belgium, the State and the employers share the costs of paid leave equally. A number of negotiated contracts in the U.S. include educational leave benefits, but as yet there is no state or federal legislation.

Development of paid educational leave is being intensively explored by OECD (of which the U.S. is a member country), and its staff has cooperated closely in organizing this seminar. Documentation from OECD's March 1977 international conference on recurrent education will be provided to participants.

It is our hope and expectation that the Seminar will encourage productive discussion among its participants, will explore the importance of the paid educational leave for city issues, and will consider what measures are applicable in Michigan.

We look forward to your participation.

June 3, 1977	7:00 p.m.	McGregor Memorial Conference Center
Tom Schuller OECD, Paris	Paid Educational Leave in Europe: the Role of the Organization for Economic Cooperation and Development (OECD)	
George Nolfi University Consultants Cambridge, Mass.	Entitlement Financing Legislation for Educational Leaves in the U.S.	

June 4, 1977	9:30 a.m. - 12:30 p.m.
James O'Brien District 1199 Hospital Workers New York	Case Study in Negotiated Paid Educational Leave
Herbert Levine Labor Education Center Rutgers University	Paid Educational Leave in the United States

Neighborhoods

6 June 1977

WAYNE STATE UNIVERSITY
COLLEGE OF LIFELONG LEARNING
DETROIT, MICHIGAN 48202 AREA CODE 313, 577-2400

MC GREGOR MEMORIAL CONFERENCE CENTER
495 FERRY MALL

May 20, 1977

Dear :

We would like to invite you to the Monday, 6 June, 1977 Hearing on Neighborhoods to be held at the McGregor Memorial Conference Center, Room J (Wayne State University) from 9:00 a.m. to 12:30 p.m., and followed by a lunch.

The focus of the Hearing will be a number of papers on what we know about neighborhoods, what their role is in the life of the city, and what policy issues regarding neighborhoods confront Detroit and the Federal Government.

We have asked you to prepare a short statement on the subject. Those we receive by May 25th, will be mailed to you in advance of the Hearing. If we receive them later, you will receive them on arrival at the Hearing.

The format of the Hearing is a short presentation of the papers and other statements, followed by interchange among the Hearing officer and the presenters, open to questions from the floor. After this you are invited to a luncheon where we will discuss what the next steps should be.

The concept of the Hearing and their role in the development of a City-University Consortium is described in the enclosed NSF University-City.

Please fill in the acknowledgement form and return it as soon as possible.

Cordially,

Otto Feinstein

Otto Feinstein
Hearing Coordinator

OF:ws
Enclosure

NEIGHBORHOODS

Monday, June 6, 1977
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NEIGHBORHOODS: The Present State of the Art and Related Policy Issues

Purpose:

1. To develop a working group on neighborhood which can relate to the City, Region, State, and Federal Government, as well as community groups;

2. To encourage each other's work on neighborhood, enter into dialogue with the city people involved, and make some theoretical and applied contributions.

Basic Hypothesis: It is our basic hypothesis that neighborhoods are key elements in the social ecology (life support system) of the metropolitan system, and that their planned and unplanned destruction has had devastating effects on the total ecological system - economic, social, psychological, cultural, physical, political, quality of life, etc.

Policy Assumptions: The organization of a working group on neighborhoods is an important resource for neighborhood survival, and development, by clarifying the facts, presenting the trends, evaluating the options, providing technical assistance to the government and people, and educating the general public as to the realities.

Organizational Assumptions: Since the issue of neighborhoods deals with all aspects of the urban social ecological system it is most important to form a working group of the experts on neighborhood whom we are fortunate enough to have in this region. We believe that a collaborative experience can lead to a much needed collaborative structure which is crucial to understanding neighborhoods and making action and policy suggestions. What follows below is a listing of some of the talent available for such a working group.

The innovational work of Olivier Zunz (University of Michigan) on the social history of Detroit neighborhoods in 1880-1900 gives us a developmental model for the genesis and development of the Detroit metropolitan system and the role of neighborhoods within it.

The research of Bryan Thompson (Geography - Wayne State University) gives us a working model of the Detroit metropolitan system and the role of neighborhoods within it, as well as the types of neighborhoods to be considered.

The work of James Anderson (Center for Urban Studies -WSU) in developing the DMADS program gives us economic, social, cultural, political indicators for the identification of neighborhoods, their boundaries, and an evaluation of their state of health. The program contains information from 1940 to 1970 giving us the ability to identify basic trends and develop short and long run predictions.

The establishment of a working group on neighborhoods would link together the work of these three (and other) experts providing a highly sophisticated model of macro analysis and neighborhood indicators.

The investigations of Bryan Jones and his colleagues gives us a model for the analysis of delivery systems from the agencies into the various parts of Detroit and the resultant impact on neighborhood survival and development.

The work of Forest Graves puts into focus the concept of neighborhood held by residents and the importance of the neighborhood (social networks) for their well being with the concept of neighborhood and boundaries set by the delivery agencies. This contrast between the "natural" social ecology and the dynamics generated by the boundaries set by the agencies is key to understanding the condition of neighborhoods and the policy options available for helping them survive and develop.

The research of Tom Anton (University of Michigan) adds a final dimension to these elements of macro neighborhood studies (considerations regarding the functioning of the total system) by developing a model and information regarding values and views of neighborhood residents regarding neighborhoods.

Once a working group is functional the work of John Matilla and others on the economic and political dimensions of the region and the pioneering work of Donald Warren on neighborhoods will add further dimensions to our understanding of neighborhoods and their needs.

The macro portion of this potential working group allows us to understand the basic processes and to flag various neighborhoods regarding their viability, and needs. The micro capacity of the potential working group allows us to check out these hypotheses in relation to specific neighborhoods, to develop a more sophisticated macro model, and to evaluate realistic policy and action recommendations.

Paul Wrobel's ground breaking work in urban anthropology on Detroit's Transfiguration Parish provides a model for micro analysis of blue-collar ethnic neighborhoods and his work in relation to the Kettering Foundation's Project Civic has developed a theory and techniques for studying different types of communities and community organizations. His experience with the Peace Corps and the Cooperative Movement adds a potential training dimensions for VISTA and other personnel assigned to neighborhood work.

Barbara Aswad's and other anthropologists' work on neighborhoods undergoing massive government initiated change (such a urban renewal) adds another aspect of micro-analysis. The impact of such policies and action on the neighborhood resident and the ability of the people and organizations to respond is one of the elements of our expertise. The role of the outside expert has also been a major area of concern of this group.

John Gutowski's work in urban folklore creates the basis for developing cultural macro and micro indicators for different neighborhoods and for identifying critical cultural processes and institutionalizations.

Another type of micro analysis focuses on the individual institutions charged with the delivery of a specific set of services to Detroit residents and neighborhoods. The analysis of their processes, the impact on neighborhood survival and development, is key to any understanding of a policy for neighborhoods. Alma Chand and W.E. Steslicke are experts on community health, Gerry Driggs on the neighborhood and schools, James Anderson on the role of the Community College.

It is our organizational assumption that the development of such a working group would allow us to systematically explore the neighborhood reality of Detroit and to offer a wide variety of services to the City and the people in the neighborhoods. The establishment of such a working group would also serve as a means of bringing together the many other epxerts on neighborhoods and utilizing the advice of national experts.

NEIGHBORHOODS AND THE DETROIT METROPOLITAN SYSTEM[1]

Assumptions

The Detroit area is a functionally interdependent system. This urban area could be defined arbitrarily as the six county Detroit Standard Metropolitan Statistical Area (SMSA) consisting of Wayne, Oakland, Macomb, Livingston, St. Clair, and Lapeer Counties or the seven county Southeastern Michigan Council of Governments (SEMCOG) region consisting of Wayne, Oakland, Macomb, Monroe, Washtenaw, Livingston, and St. Clair counties.

The Detroit area is made up of many sociospatial sub-units which are socially isolated from each other.

Sociospatial areas of the city have been destroyed, weakened, threatened, changed etc. by a variety of spatial-changing forces including:

a) Renewal (urban renewal, institutional expansion, expressway construction, etc.)
b) Social Change (racial, ethnic, age, class, etc.)
c) Economic Change (production, distribution, employment etc.)
d) Urban Expansion

The areas most generally affected are:
a) Located close to the core of the city
b) Older, poorer areas with a large racial or ethnic population.

The sense of community and the relational-communications system associated with socio-spatial sub-areas of cities are needed elements of the social ecology and most important for preservation. They are also important for the expanding urban fringe.

The services and quality of life provided by these social networks can not be substituted by public services for financial and other reasons. This raises serious policy questions rgearding urban and neighborhood development and the distribution of centralized services.

Some Thoughts Concerning Neighborhood [2]

Neighborhoods have both spatial and social connotations. They have both objective and subjective aspects.

1. This section of the working paper is based on a draft submitted by Bryan Thompson.
2. Much of what follows is taken from Andrew Blowers, "The Neighborhood: Exploration of a Concept" in The City as a Social System. Bletchley, Bucks: The Open University Press, 1973.

The term neighborhood raises the following questions:

What kinds of neighborhoods are there ?
What are the distinguishing characteristics of neighborhoods ?
What is the meaning of neighborhood to the individual or primary group ?
What is the meaning of neighborhood to various institutions and organizations ?
What are the planning implications of the neighborhood concept ?
What are the essential relations and resources for neighborhood survival ?
What are the linkages between neighborhood "well being" and the functioning of the metropolitan system ?

Definition of Neighborhood -- the Neighborhood Continuum

All neighborhoods are spatial entities. Those neighborhoods which posses no distinguishing feature other than that of territorial localization are placed at one end of a continuum. In moving along the continuum the spatial aspect of neighborhood becomes more defined as it assumes boundaries that may be precisely defined and distinct physical characteristics. At a further stage certain social and economic characteristics may coincide with the physical dimensions of the neighborhood and distinguish it from the surrounding territory. Further along the continuum the population of such neighborhoods may engender considerable functional interaction. Finally, at the other end of the continuum there are neighborhoods where primary relationships are developed to form a localized community.

The term neighborhood itself derives from this latter definition, namely as a locus for neighbors, which means a socio-ecological system. The continuum develops five (5) neighborhood types which result from the interaction of non-local forces and the local socio-eclogical system.

TYPES

Arbitrary	Physical	Homogenenous	Functional	Community
Territory	Territory Environment	Territory Environment Social Group	Territory Envriornment Social Group Functional Interaction	Territory Environment Social Group Functional Interaction Social Interaction

Urban Neighborhood Types

1. Arbitrary Neighborhoods
   - large and undiferentiated areas whose extent and boundaries are ill-defined
   - can only be defined in the vaguest terms by most of their inhabitants
   - in effect they amount to little more than names given to territory whose rough location is generally agreed upon by the inhabitants

2. Physical Neighborhoods
   - have a distinctive environment whose limits may be precisely defined
   - many groups of people may live in a well defined physical environment

3. Homogeneous Neighborhoods
   - where a group of people having common characteristics occupy a physically defined territory;

4. Functional Neighborhood
   - areas within which activities such a shopping, education, leisure, and recreation take place
   - may be said to exist where it is distinguished from surrounding areas by the intensity of its internal functional interaction

5. Community Neighborhood

   -close-knit, socially homogeneous, territorially defined group engaging in primary contacts
   -the spatial and social characteristics of the neighborhoods outlined above are likely to be present in the community neighborhood. The distinctiveness of the geographic environment, the socio-economic homogeneity of the population and the functional interaction that takes place will contribute to the cohesiveness of the community neighborhood/
   -the essential feature of the community neighborhood is that neighbors interact with each other.

Basic Research Resource and Needs

The Detroit Metropolitan Area Data System (DMADS) provides detailed information at the census tract level. Tracts can be aggregated to provide descriptions of sections of the city.

Other data sets are available at the census tract level (health, crime, etc.) and could be incorporated into DMADS.

Little data is available for measuring functional and social interaction paterns and boundaries.

A number of methodologies are available for use. Don Warren took the elementary school district and identified 6 neighborhood types. The City of Detroit uses the UCS defined sub-communities. A number of other methodologies are available.

Starting with small units (blocks, tracts, etc) and aggregating them to certain predetermined levels to minimize the within aggregated tract differences and maximize the between aggregated tract differences.

Classification techniques for identifying subareas in cities are discussed in detail in "Problems of Classifying Subareas within Cities," by Philip Rees in City Classification Handbook: Methods and Application, Brian J.L. Berry (ed.) New York, N.Y.: John Wiley, 1972.

Chart 1

A Summary of Major Research Strategies
Used to Assess Perceptions of Cities and
City Sub-Areas

Principal Investigator and Year Published	Methodology Used	Research Instrument, scale or technique
K. Lynch (1960)	Map drawing and place naming	Mental Maps
D. DeJonge (1962)	Sketch Maps, comparative analysis, cross cultural analysis	Mental maps compared with topographic maps
W. Michelson (1966)	Sketch Maps, photographs content analysis	Kluckhohn Value-orientation Schedule, Survey questionaire
T. Lee (1968)	Open-ended interview of city voting precincts - Indicate boundaries of neighborhood on city map	Neighborhood Quotient (Nh. Q.)
A Blowers (1973)	Sketch maps	Social neighborhood typology
R. Golledge (1973)	Perceptual maps Factor analysis of social and physical variables	Q-mode Factor Analysis
D. Warren (1975)	Ethnography, Informant interviewing, aggregated survey	Six-fold neighborhood relationship typology

FROM: Forrest W. Graves, "Self-Perceived Sub-Areas of Cities: Toward a Research Strategy" (Unpublished paper).

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Cognitive Mapping Techniques (people defined regions of cities, self-preceived sub-areas of cities).

A summary of major research strategies used to assess perceptions of cities and city sub-areas is outlined on the accompanying chart (Graves, 1976).

What is needed now:

1. A map delimiting Detroit neighborhoods.
2. A description of the characteristics of these neighborhoods and their linkages to the larger system.
3. Classification of neighborhoods into a number of discreet types using a classification similar to Warren's and a continuum from healthiest to weakest.
4. Description of the nature of change that has occurred in the neighborhoods and their role in the overall system over time.
5. Identification of neighborhood needs and resources (health care delivery, transportation, shopping, etc.)
6. Present short and long range policies appropriate to the needs of specific neighborhood units.
7. Development of a functional model of the metropolitan system in relation to neighborhoods.

NEIGHBORHOOD INDICATORS [3]

The U.S. Census contains large quantities of data at the tract level and less, but significant quantities at the block level that can be used to determine a "topography" of social, economic, and environmental conditions in the metropolitan region. A set of indicators of neighborhood existance and viability can thus be set up and developed with the acquisition of additional information.

Some of the variables that can be used as indicators of quality of life in a particular area include:

Total population
Population desnity
Age distribution
Housing characteristics and quality
Income
Ethnicity
Mobility (year moved into unit)
Employment characteristics
Transportation availability
Education
Types of school attended
Language spoken
Sources of income

In addition, data on air quality, crime, health, employment locations and land use is slowly becoming available from other sources.

Based on the analysis of 87 center city census tracts in 18 metropolitan areas Baroni and Green looking at eduction, income, occupation and employment, family and residential stability, and commercial amenities and housing developed a series of basic policy recommendations. [4] This methodology is readily available for use in the Detroit area.

Identification of Basic Trends

Almost all of the Census data described above is available for the Detroit area in 10 year periods back to 1940. Therefore, it is possible not only to develop indicators of current enighborhood viability, but to examine trends over the past 40 years. Given the type of detailed mapping described in the previous section an extremely sophisticated method of analysing current conditions and trends would be available to neighborhood specialists.

3. This section of the working paper is based on a draft submitted by James A. Anderson.
4. Geno Baroni and Gerson Green, Who's Left in the Neighborhood, Department of Commerce, 1977.

A summary examination of the data gives the following examples:

1. Older cities such as Detroit are losing population to the suburbs.

2. After entering a declining population phase, Hamtramck lost over 50% of its population and Highland Park lost 30%. Neither city's population has leveled off as yet. If similar trends were applied to Detroit, its future population would fall to below 900,000.

3. The population density of Detroit has been declining.

4. In 1940, Detroit had areas of above and below average income and housing value. By 1970, most of the city was at, or below the regional average for both categories.

5. In 1940 Detroit has large areas where "professionals' lived, but by 1970, most of the "professionals' lived in Oakland County and the Grosse Pointes.

By applying this analysis to specific neighborhoods of Detroit the type of information critical for policy decisions and implementation can be developed.

Sources of Information

1. Presently Available:
   a. U.S. Census for 1940, 1950, 1960, 1970
   b. SEMCOG Land Use Study, 1970
   c. Air Quality Study, 1970
   d. Detroit Metropolitan Area Data System (DMADS)
2. Source Available, but not presently integrated
   a. Center for Disease Control Health Data
   b. Detroit Police Crime Data
   c. Michigan Employment Security Commission Employment Data
   d. Michigan Cancer Foundation Health Data

3. Needed Sources of Information
   a. Additional ethnic data for 3+ generations
   b. People interaction data
   c. Voting and public opinion information
   d. Institutional locations

Methodologies

The Detroit Area Metropolitan Area Data System (DMADS) has been developed to study problems of this type. At this time, approximately 12,000 variables are available that characterize life in the Detroit area from 1940 to 1970.

This data can be manipulated algebraically to arrive at new variables. For example, the foreign born (first generation) and their children (second generation) can be added together to form the foreign stock of any particular group. If the group decides that neighborhoods can be initially characterized by some linear combination of the variables already described, a "neighborhood topography could be drawn.

This map would represent only the beginning step in identifying the neighborhoods of Detroit and their condition.

Once the historical data has identified and characterized the neighborhoods, field work would have to be done to survey each neighborhood's current condition.

Recommendations

1. Develop an inventory of Detroit's neighborhoods and determine their current status.

2. Devise ways to"redevelop" neighborhoods without destroying them.

3. Find out what has been done in other cities regarding specific types of neighborhoods.

SOME ASPECTS OF URBAN PUBLIC SERVICE DISTRIBUTION [5]

Although political scientists and economists have studied service expenditure patterns among cities for some some years now, the study of service variations to neighborhoods within a single city is relatively new. Studies of such cities as San Antonio, Oakland,

5. This section of the working paper is based on the work of Bryan D. Jones.

berkeley, Houston, and Detroit indicate that the conventional wisdom, which indicts city governments for providing less services to poor and minority neighborhoods is not generally true. Although for some services, city service efforts are distributed in favor of wealthy neighborhoods, for others poor neighborhoods benefit disproportionately.

What We Know

1. There exists more service inequity (inequalities which favor the better-off neighborhoods) among municipalities within a metropoliten area than within central city neighborhoods.

The patterned inequalities we observe among municipalities result from granting taxing power to localities, and thereby allowing some cities to take advantage of good tax bases and the lack of needy populations, while others suffer deteriorating tax bases and concentrations of poor, elderly, and minorities.

2. Within cities, distributional patterns are often the result of operating rules set by the bureaucracies, which generally do not have distributional intent, though they may have distributional consequences.

These service delivery rules, which have unintended distributional impact, are routines which are set by municipal service agencies to cope with the overall demands and goals of the organization. It is important to trace the distributional impact of these rules inorder to uncover who is benefiting and who is not from the operating of municipal service systems.

3. Servicedelivery rules which rely on citizen-initiated contacts discriminate (unintentionally) against the poor.

The poor are less likely to contact agencies, because of information costs and psychological deprivation, than are citizens who reside in better-off neighborhoods. But these individuals are those most in need of the human and environmental services such as health inspections, code enforcement, and environmental inspections, which are often delivered at the citizen's initiative.

4. "Uncontrollables" in the distribution pattern often hurt poor neighborhoods.

"Uncontrollables" are aspects of the distributional pattern which cannot easily be affected by city officials. An important example is the distribution of park land. Parks in most cities were acquired late in the development of the city, long after the core area was established. Consequently, park land is often more plentiful on the city's periphery, as is the case in Detroit. Thus the poor, who tend to concentrate in the core city, are harmed by this aspect of city service provision.

5. Most citizens know little and care less about the delivery system of urban public services.

Citizen surveys indicate that citizens are generally satisfied with urban public services, and that there are only small differences among different kinds of citizens. The one exception is black-white differences, which are generally smaller than one might expect. Blacks are generally more dissatisfied with police services, in particular.[6]

6. Most of those governmental officials, most intimately involved with service delivery, the so-called street-level bureaucrats, have an incomplete view of the service distribution process.

Street-level bureaucrats are most concerned with the day-to-day contacts they have with citizens. They are often concerned with maintaining their authority in what can often be a threatening situation. Detroit Environmental Inspectors told us that their primary service delivery problem was the existance of 'hostile violators." These and other street-level bureaucrats see the delivery process from a particular, limited vantage point.

Methodologies

There are three available methodologies for the study of the distribution of urban public services:

a) Interview citizens
b) Interview service deliverers
c) Study agency records in conjunction with demographic data on neighborhoods.

Implications for Public Policy

Service delivery rules have direct consequences for who gets what in urban politics. Unless policy-makers have clear knowledge of the distributional impacts of the rules which are made in the pursuance of service objectives, they will be allocating services to different neighborhoods in the dark. It is likely that some rules are better than others in terms of their distributional effects; policy makers ought to be conscious of this aspect of rule-making.

A concern for service distribution ought to join the traditional concerns for effectiveness and efficiency in service provision.

Recommendations

1. A massive study of distribution of services in relation to neighborhoods mapped by the processes discussed in this paper and in relation to indicators of neighborhood viability discussed in the previous section.

2. Education of service recipients and service deliverers.

6. There was some disagreement as to this finding from other authors of the entire working paper.

OTHER ELEMENTS IN A MACRO-ANALYSIS

In this preliminary draft three expected sections of the macro-analysis have not yet been included. These are Olivier Zunz's paper on the genesis of Detroit and its neighborhoods; John Gutowski's work on developing urban cultural indicators; Forrest Graves' studies on the role of neighborhoods as a link to helping resources in real neighborhoods; and the work of Tom Anton on neigborhood satisfaction. These will be included in the second draft.

Furthermore, the work of John Matilla on the regional economy, of Marans on the quality of life, and many others that bear critical relevance on neighborhoods must be considered when a working model is developed.

But what is most important for our presentation at this point is that we believe that concern with neighborhoods cannot make great strides forward unless a macro-model of the region with its real neighborhoods is developed, a set of indiactors devised, and the service and other resources so analysed as to directly fit into the model and indicators.

What we are saying is that the capability for doing so exists and should be put into operation. Once this data base and analytic model is established additional information can be easily integrated, and be made available for policy makers, researchers, implementors, and neighborhood residents.

MICRO-ANALYSIS - WHAT WE KNOW ABOUT STUDYING NEIGHBORHOODS[7]

To really understand Detroit, onemust put aside visual impressions and focus on the georgaphic and social unit in which people carry out their day-today lives: the neighborhood. While the term means different things to different people, doubtless we can all agree with Peter Berger and Richard Neuhaus when they say it is the ...key mediating structure in the reordering of our national life ... the place of relatively intact and secure existence, protecting us against the disjointed and threatening big world 'out there.'" So, as a mediating structure, the neighborhood "... stands between the individual in his private life and the large institutions of public life." [8]

7. This section of the working paper is based on Paul Wrobel's contribution.
8. Peter L. Berger and Richard John Neuhaus, To Empower People: The Role of Mediating Structures in Public Policy (Washington D.D: AEIPPR, 1977).

But in 1977 we know more about villages in Nigeria than we do about neighborhoods in Detroit. And there is more social science literature on ethnic groups in New Guinea than Poles in Detroit. Yet President Jimmy Carter has said, "if we are to save our cities, we must save our neighborhoods first," A similar point is made by Msgr. Geno Baroni, the recently appointed Assistant Secretary for Neighborhoods at HUD. "Our cities are made up of neighborhoods and if our neighborhoods die, our cities will continue to die."

But before we can seriously affect public policy on neighborhoods we need to understand their structure, the life style, patterns of behavior, and values of the diverse people and groups who populate them.

More than thirty years ago the anthropologist Robert Redfield dealt with this problem when he discussed the fact that social science is both an art and a science:

> "It is an art in that the social scientist creates imaginatively out of his own human qualities brought into connection with the facts before him. It is an art in degree much greater than that in which physics and chemistry are arts, for the student of the atom or of the elements is not required, when he confronts his subject matter, to become a person among persons, a creature of tradition and attitudes in a community that exists in tradition and in attitude. With half his being the social scientist approaches his subject with the detachment of the physicist. With the other half he approaches it with a human sympathy which he shares with the novelist.[9]

What we are suggesting is that we follow the advice of Robert Redfield in designing neighborhood studies. We should make full use of the statistical materials available, but we must realize that they provide only a part of the picture. For a total understanding of neighborhoods and the people who make them we need to see things through the eyes of the neighborhood residents and through the uniqueness of each neighborhood. Only then will we be prepareed to request governmental action, to affect public policy.

Some Methods

Two methods for neighborhood micro-analysis are available to us at this point. First is the ethnographic approach based on participant-observation and the collection of all data available on a particular neighborhood or community. Such a methodology was developed in regards to the study of Transfiguration Parish in Detroit, the Cass Corridor and others. Anthropologists trained in this approach are available and could train others in doing similar studies of neighborhoods located by the macro-analysis discussed in the first part of this working paper.

9. Robert Redfield, "The Art of Social Science" The American Journal of Sociology, 54 (1948), p. 188.

Second, is the short-term but intensive observation-interview methodology (also using video-tape) developed under the Kettering Foundation's ProjectCivic Grant. Ten different neighborhoods, particularly citizen involvement processes, were studied.[10] The areas covered a wide range of class, ethnic, and other social conditions.

The combination of these methodologies would provide us with reliable information about neighborhoods and patterns of resident involvement. This would give us a sound basis for policy recommendation, policy implementation, and self-help projects.

Recommendations

1. A clearing house and resource bank on all neighborhood studies and neighborhood study experts be assembled.

2. A training program for participant-observers be initiated in relation to the identification of specific neighborhoods suggested in earlier recommendations of this paper.

3. Information and analysis gained by these participant observers and checked with neighborhood residents be fed back into the macro-model, and used for specific policy suggestions in line with the neighborhood indicators.

4. A training program for city employees dealing with neighborhoods, for neighborhood residents and organizations, and for VISTA or Neighborhood Peace Corps volunteers be organized.

5. An organizational structure be developed whereby hypotheses developed from statistical indicators be checked out by field work and additional indicators thus developed.

10. Prince George's County,Maryland
South Arsenal, Hartford, Connecticut
San Francisco, California
Pheonix Indian Center, Arizona
Hampton, Virginia
Chicago, Illinois
Cleveland Heights, Ohio
San Diego, California
Oak Park, Illinois
Vevay, Indiana
were the locations of the projects studied.

THE NEIGHBORHOOD STRUCTURE - IMPLICATIONS FOR KNOWLEDGE AND ACTION [11]

Early studies of groups based on common residence focused on poor communities and attempted to dispell ideas that they lack cohesion or other negative qualities. It was found that neighborhoods are not usually homogeneous communities and that different methodologies were necessary to understand internal complexity.

In poor areas we find several sources of solidarity and cooperation where people cannot buy services (childcare, transportation, etc.). Kinship groups, ethnic groups, informal mutual aid groups, protective associations, churches, and very importantly schools. Since adults are often brought together through needs of their children, elementary schools seem important in defining neighborhoods.

The internal complexity of a community was divided by Suttles into a tripartite division of social segments:

a) face-block a primary unit in which the nature of social bonds and trust are close
b) the defended community a unit of identity which protects itself from the outside by generating a reputation through myth and action or by security measures
c) Community of limited liability largely a product of boundaries drawn by outsiders such as school boards, census takers, and planners.

Valentine's and Aswad's experience shows that one must look at the neighborhood not as an isolate, but as an interrelationof imposed external economic and political forces with the social ecology of the neighborhood resulting in a creativity within the community in atempts to react to, manipulate, or fight external forces. This is to say that much of the internal organization is a result of external forces such as -- block grants, urban renewal or removal, wars in the home country, political fights abroad etc. Areas which may appear ethnically homogeneous, may not be, i.e. there may be social, economic, political etc differences.

Neighborhoods differ from one another, according to social cohesion or the number and intensity of relationships. People who migrate into urban areas form new associations which take the place of former economic and political relations, many are religious, regional, or ethnic based. Many are formed in a geographic neighborhood or primary community based territory. Uzells work shows that if there are few nonresidential bases of collective identity neighborhoods become the major potential focus of social integration. In this sens the role of women and the elderly are very important. If women and elders stay at home (in the neighborhood) gossip

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11. This section of the working paper is based on contributions by Barbara Aswad, Richard Robinson. John Swanson, and Rory Bolger.

networks, mutual aid etc develops neighborhood cohesiveness. If women are out working and elderly not present less interaction occurs on the primary level, less community control, more chance of crimeetc.

Monopolization of resources through centralization of services, can destroy the material bases of communities, as well as key social functions. The number and types of commercial and community establishments, mortgage, insurance, redlining must be studied in this context.

Much organizational activity in the community is the result of outsiders attempting to advance their own interests or minimize perceived threats of disorder, thus in some cases organizations are divisive and lead to further factionalizing of the community. Yet there are many paid and volunteer workers putting in much time. Professionals can play an important role in their training and as resources to the community. But this requires significant knowledge about the community, for even altruistic outsiders can coopt the local leadership away from the community.

Part of this thinking must deal with overall issues such as -- would the decentralization of the city (by such a move as powerful neighborhood councils) weaken Detroit's clout vis-a-vis the state and federal government in obtaining resources, and resources for the neighborhoods.

Any micro-neighbrohood study will also have to deal with these issues.

THE ROLE OF THE SCHOOL IN THE NEIGHBORHOOD [12]

A systematic study of the role of specific institutions and needs at the neighborhood level is the micro apsect of the general type of study done by Bryan Jones and his colleagues. Whereas our eventual goal is to have an understanding of all such institutions and needs we will only introduce three at this time, with the understanding that there is expertise to do many more. The first of these is the school.

The school plays a major role in the life or death of urban neighborhoods. This role, however, is not easily understood, nor has it been clearly defined by cuent research and investigation. [13]

At first glance, the question of the school's role in neighborhood development may appear to beeasily answered and understood because of

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12. This section of the working paper is based on the contribution of Gerald E. Driggs.
13. Charles Kieffer "The Primary School and Neighborhood Stability" NCUEA 1976.

the historic and somewhat romantic notion surrounding the neighborhood school. It has been portrayed as the autonomous unit responsible for conveying knowledge, teaching children, and the in loco parentis provider of discipline for fotentime wayward youth.

As we begin to investigate the role of the school in currently keeping neighborhoods alive and vital, we are confronted with a quite different and much more complex reality. As a complex system of public and private institutions of multimillion dollar proportions, the schools and the educational system they represent affect decisions ranging from real estate values to racial succession tp an individual's marketability in the world of work.[14]

It is an institution intertwined in the complex political and institutional maze affecting most aspects of our society from economic and community development concerns to indivdiual school curriculum offerings. Within this broad spectrum of influence, what do we know about the exact role the school plays in influencing development at the neighborhood level ?

A number of crucial factors can be identified as "school related" in the neighborhood developmental process. These fall into two basic categories :

a) Through institutionally determined operational policies:

decisions affecting such things as school closings, teacher assignments, resource allocation, establishment of attendance boundaries, capital improvements, development plans, etc.

b) Through local school impact on the immediate neighborhood:

the impact of the neighborhood school on the perceptions of the local residents (or potential residents) as to the quality of that school, the manner in which programs are developed at the local level and their relationship to the needs of the immediate neighborhood, and the role played by the school in maintaining ethnic, religious, and socio-economic identity.[15]

At the institutional level, research and observation conclude:

a) The policy decisions formulated at the institutional level and carried out district wide have a direct bearing on the maintenace or destruction of the neighborhood unit. These decisions often can be cited as direct causal factors or as indirect catalytic agents determining the viability or death of neighborhoods.

14. Robert F. Wegmann, "Neighborhoods and Schools in Racial Transition" Growth and Change. 6: 3, 1975.
Charles Clotfelter, "The Effect of School Desegregatiion on Housing Prices," The Review of Economics and Statistics 57 (Nov 1975) 446-451.
15. Kathleen Mary Molnar, Nonpublic Schools and Neighborhood Stability Geographic Considerations for Public Policy in Education. Unpublished Dissertation , University of Minnesota, 1976.

b) The spatial characteristics of our metropolitan areas are subject to substantial influence and manipulation by a variety of institutions. For example, educational institutions determine site locations of new schools, which existing schools will be closed, which will receive monies for renovation and improvement, and where attendance boundaries will be drawn. All of these decisions affect neighborhoods because of the direct bearing these decisions have on the quality of the local school. In determining policy as it relates to each of these issues, what value is placed on the impact of the decision on the neighborhood ? For example districts around the country [16] which had conducted either formal or informal evaluations regarding the impact of specific school closures concluded that:

1. neighborhoods quickly diminished in viability after the elementary schools were closed; some neighborhoods, depending on the region were completely destroyed.

2. property values declined in areas where schools were closed.

3. crime rates increased in areas where schools were closed.

4. young families did more selective buying of houses in areas where schools were closed, and there was a sharp decline in students residing in the area.

Regarding such closures in urban areas "as an institution which impacts on the community, its (the school's) 'presence' may be more important than its actual function. The school can function in many subtle ways as an adhesive and cohesive force in the community, noticed more in its absence than in its ongoing or immediate impact." [17]

A sizeable body of research exists regarding the impact of neighborhood schools on the perceptions of local residents and potential residents, as to the attractiveness of a particular neighborhood. Although not explicitly stated, the implication of much of this research is that racial "turnover" is equated with "neighborhood instability." This equation is unfounded in that the turnover of one racial group for another does not necessarily imply instability.

We do know, however, that the racial and class composition of the local school has a great deal to do with decisions on the part of some residents to stay, leave, or enter the neighborhood serviced by

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16. Richard Andrews, Donald Eismann, and Roger Soder "The Environmental Impact of School Closures" (unpublished Paper; Seattle; University of Washington, 1974).

17. Ibid, Kieffer,

that school. Inaddition we know that:

1. Housing costs are affected by the perception people hold of the local school;

2. Parental perceptions of school quality is a determining factor when it comes to who moves into a particular neighborhood;

3. In the case of racially mixed schools, misconceptions on the part of some parents as to the quality of the school recently desegregated motivates at least some parents to avoid racially mixed schools;

4. Public schools have often undermined the maintenance of ethnic identity or cultural pluralism and instead stressed deculturalization.

It is thus clear that the school has a great deal to do with the life of a neighborhood. The question before us is : how is this knowledge used in a way to strengthen our urban neighborhoods ? I suggest that the answer lies in bold new approaches based on the understanding that neighborhoods are social ecological system in which the school plays a vital role.

MICRO-ANALYSIS - THE NEED FOR HEALTH IN THE NEIGHBORHOOD [18]

Community Medicine is a department in Wayne State University's School of Medicine dealing with the identification and solution of health problems of communities, neighborhoods, or human population groups. It adopts a problem solving approach in dealing with its subject matter which includes the organization, delivery, and financing of health care, as well as the need for such care from both the local community's and the general society's point of view. Such a problem solving approach emphasizes primarily the identification of significant and crucial problems and the analysis and evaluation of alternative means for the solution of the problems.

Community medicine emphasizes the holistic model rather than the disease or pathology model. Instead of tracing sources of disease to a germ or virus as the only agent of causation, it also looks to the ecology or the environment for possible sources of disease It also focuses on the socio-economic, cultural, psychological, and political variables affecting definitions and perceptions of health and illness. It encourages the medical practitioner and other health professionals to recognize people as total social beings rather than as clinical entities alone. And it stresses the importance of viewing

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18. This section of the working paper is based on the papers of Alma Chand and W.E. Steslicke.

the doctor-patient relationship as a psycho-social interaction rather than just a clinical contract.

The objectives which guide the faculty, staff, and students in the Department of Community Medicine are:

1. To gain an understanding of the American health care system, including issues regarding health personnel, institutions, facilities, and the organization and financing of these components.

2. To compare the American health care system with other health care systems (e.g. Canada, China, United Kingdom, Sweden, USSR, etc.) in order to learn lessons and benefit from the experiences of other societies.

3. To analyze the social structure of our society and gain an understanding of the interactions of the various components within this system in order to guide the planning and implementation of social policy with regard to health.

4. To recognize and understand the dimensions of community health including those social, economic, cultural, and psychological factors which extend beyond consideration of individual medical problems.

5. To participate in the development and exchange of knwledge, ideas, attitudes, and values regarding health and the role of the physician in the health care system.

6. To gain an acceptance of the physician's responsibility to participate in the planning of programs directed at the solution of community health problems.

Methodology

As with most aspects of medicine, community medicine has its basic science as well as its clinical component. The basic science elements are represented by biostatistics and epidemiology. The clinical aspects are represented by the discipline of Medical Care Organization.

The family and community health care unit, which is a required unit taken by all 256 of the first year students attempts to introduce students very early to personal health services by exposing them to actual primary health care practices and by having them meet and understand patients in a real medical care setting. The same approach is used by community medicine. It deals with issues of how health care needs are perceived and defined by various elements in a community, and how these health services which are supposed to be designed to meet the community's needs (on a local, state, as wellas national level) are planned, organized, financed, delivered, and evaluated.

Parallel to a "macro" view of health which is part of meeting the 12 instructional objectives of the program are the small groups exploring the dynamics of community health care. Students are expected to:

1. Identify a health-related problem in the community;

2. Determine the principal resources realistically available to the community;

3. Prepare a project proposal relative to the problem that demonstrates knowledge of elementary methodology for design and evaluation;

4. Carry out the project;

5. Show evidence of ability to identify, acquire, process, and evaluate data and report results;

6. Make recommendations for action (including follow-up and public education);

7. Plan and implement an evaluation of the project.

Titles and Subject Areas of Student Papers

Hazel Park
- A study of problems and solutions for the aged citizens of Hazel Park.
- A study of sex education in Hazel Park.
- Alcohol as a community problem in Hazel Park.

Southwest Detroit
- The role of clinics in providing health care for the lower income residents in Southwest Detroit.
- Attitudes toward health self-education in Southwest Detroit.
- A survey of health care utilization in Southwest Detroit.
- Health care delivery to low income people in Southwest Detroit.
- Primary health care in Southwest Detroit.

Lafayette Park
-The utilization of health care by the senior citizens and handicapped people of Lafayette Park.
- Where to call for medical treatment: Lafayette Park Area of Detroit.
- Organizational problems in health care delivery at Butzel Adult Servuce Center.
- Immunization in Elementary Schools.
- Investigation of the health education of the Lafayette Area.
- A Survey of the Emergency Room at the Detroit General Hospital.
- Gratiot Health Center: Detroit's Family Physician of the future ?

Highland Park
- A study of financing of health projects in Highland Park.
- A study of nutrition and obesity.
- The present status of rat control in Highland Park.
- Pilot study of the Detroit Osteopathic Hospital's Family Health Care Clinic.
- A survey of health needs in Highland Park as viewed by private physicians, city councilmen and the Detroit Osteopathic Hospital.

Cass Corridor
- Immunization status of the children at Burton Elementary School: the problem and a possible solution.
- Problems of the elderly in the Cass Corridor.
- Access to information on reproductive medical problems for Cass Corridor Teen Agers.
- Alcoholism in the Cass Corridor.

Comments

The Community Medicine Program is a prototype of efforts by professional schools to deal with neighborhood and community problems and to make students, faculty, and staff competent in this area. Social Work, Law, Nursing, Education, and others have such programs.

The existance of a central strategy and information base on the Detroit Metropolitan system and its neighborhods would greatly increase the potential of this type of work and would also lead to the accumulation of information, human and other resources, and possible action and policy options out of the work of 100's of faculty, staff, and students each year.[19]

COMMUNITY COLLEGES AND NEIGHBORHOODS[20]

In Cultures in Crisis, James Downs addresses two types of communities: real and official.[21] For him, the boundaries of real communities could only be defined by the perceptions or cognitive maps" of those who lived there. Official communities are those determined by political or other artificial boundaries. Usually those who set the official boundaries are unaware of, or insensitive to, the "real' communities. This inconsistency of

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19. A table of sources of data and who uses them in what manner is in the appendix.
20. This section of the working paper is based on a contribution by James M. Anderson.
21. James F. Downs Cultures in Crisis, Beverly Hills, Ca.: Glencoe Press, 1971, pages 76-79/

boundaries can be a major problem to community college planners, even though they may not be aware of the cause. This is a particular problem when ethnic or culturally-defined communities are involved.

Community colleges for the most part, have fared little better than other institutions in serving the community on its own terms. Trustee districts are usually defined by population service areas determined by political boundaries, and campus locations set by economic and/or aesthetic considerations. Remote campuses tend to discriminate against the poor, the elderly, and the handicapped because of transportation problems. Even in-community facilities, if selected withoout regard to "real" boundaries, may have hidden deterents based on "turf" considerations. To overcome these types of problems, colleges must be able to deal with communities with respect to "real" boundaries and to establish more community-based instructional centers.

Recent Trends

There are four movements in progress that have impact on college-community relations. The first is the rapid and continuing change in the urban neighborhood environment in general.

The second is declining enrollments and a shift in the student populations of colleges to older, more mature students.

The third is an increased emphasis in community college programming of vocational and adult education offerings and a shift by some to in-community facilities for these new programs.

And finally, there is a national movement towards the rediscovery of our cultural roots. The melting pot is being replaced by a concept of cultural pluralism rooted in the family and the enighborhood.

The rapid decline of many of our larger cities can be traced to several key factors. Policy decisions on the issues of redlining, urban renewal, expressway construction, busing,, etc that destroy neighborhoods, and large scale Federal policies in regards to housing which have radically and irrevocably altered the sense of community in American Cities. In my opinion, the loss of a sense of community, more than any other factor, has contributed to the plight of the cities since 1960.

When neighborhoods were equated with security and a sense of belonging, fear of crime, mistrust of "outsiders', and lack of confidence in urban government led to an urban exodus. Although not articulated in this way, the destruction of the security of the community was much more of a factor in urban emigration than was race, fear of crime, or city taxes.

An Impetus for Action

Community colleges are in a position to help identifv and formulate solutions for the urban neighborhood dilemma. As institutions , community colleges are relatively flexible and responsive and are in a position to bring their resources and services directly into "real" communities. In the opinion of Dr. Edmund Gleazer, Jr., President of the American Association of Community and Junior Colleges, the colleges must go beyond just offering courses and facilities and actively assume a community leadership position. Community colleges, in his words, "must change their role from university followers to community organization leaders through creative opportunism."[22]

In addition to an active leadership role, there are three other areas that the community college can further develop in response to urban needs. The first is creation of additional social action programs. Examples of such programs would include a college version of Ralph Nader's citizen advocate methods, or Howard McClusky's "Information Self-Help Appraoch,"[23] Havighurst's "Action Learning" [24] or any of the twenty-four programs for the "disadvantaged" given as examples by the A.A.C.J.C. [25]

The second area is, in the words of Barbara Sizemore, "to make the schools a vehicle for cultural pluralism" [26]

And the last is the creation of innovative projects and courses for the disenfranchised. The poor, culturally isolated ethnic groups, elderly, and those in life stage transition periods such as the unemployed, the underemployed, those suffering the loss of a spouse or child, and others are all examples of what is meant by the disenfranchised.

Policy Recommendations

There are six areas on which government and community college policy-making bodies must act.

1. The community colleges should be aware of and function in the context of real communities, as a resource for their development and survival.

2. Funding available for community action programs through community colleges should be increased, both from Federal and State sources.

3. State government should create programs and guidelines to fund local community educational needs. The guidelines are extremely

22.Edmund J Gleazer Jr "Beyond the Open Door - The Open College" Florida, 1974.
23 Howard Y. McClusky "The Information Self-Help Approach," in Approaches to Community Development, Long,Anderson, and Blubaugh (ed.) Iowa City: National University Extension Association, 1973.
24.Robert J. Havighurst "Action Learning: A New Option for American Youth" in Let the Entire Community Become Our University, P.C. Ritterbush (ed) Washington D.C.: Acropolis Books, 1972.
25.A.A.C.J.C. Community College Programs for People Who Need College, 1970.
25.Barbara Sizemour "Making Schools a Vehicle for Cultural Pluralism" in Cultural Pluralism in Education: A Mandate for Change, Appleton-Crofts, 1973

important in order to de-politicize the community leadership activities of the colleges.

4. Community college policy makers should relate to each community on terms established by the community and functionas "bridging institutions" that could assist communities and indivdiuals in dealing with government, with other institutions, and with each other.

5. Community Colleges should create more community-based and community defined learning centers and instructional facilities. These could be existing schools, union halls, churches, shopping centers, or anywhere else people feel comfertable and secure in meeting and learning. This appraoch if carefully done would also make these institutions more viable.

6. Each college should have a policy of involving its faculty, students, facilities, and resources in serving the real needs of the real communities.

PRELIMINARY RECOMMENDATIONS

After the hearings on June 6, 1977 we will enclose various papers which have been received and presentations which have been made, as well as recommendations for next steps. At this time the following preliminary recommendations seem to be emerging.

1. A working group on neighborhoods be established to :

2. Develop a feasibility study for developing a model of the Detroit Metropolitan system with special focus on neighborhoods;

3. Develop a feasibility study for developing neighborhood indicators -- physical, social, economic, psychological, political, cultural etc;

4. Develop a feasibility study for a model of service delivery to neighborhoods defined in item 2 responding to indicators in item 3;

5. Develop a feasibility study for a strategy on micro neighborhood and institutional studies;

6. Develop a feasibility study for neighborhood policy issues, recommendations, education, and action.

7. When the feasibility studies have been completed recommend their implementation.

Sources of Data:

American Cancer Society

Comprehensive Health Planning Council of Southeastern Michigan

Detroit District Nurses Association

Detroit Medical Center

Greater Detroit Area Hospital Council

Health Departments (Detroit and those of the different Countries)

Michigan Arthritis Foundation

Michigan Cancer Foundation

Michigan Department of Natural Resources

Michigan Department of Public Health

Michigan Diabetes Assoication

Michigan Employment Security Commission

Michigan Heart Association

Michigan Kidney Registry

Michigan Lung Assoication

Southeast Michigan Council of Goverments (SEMCOG)

Southeast Michigan Transportation Authority (SEMTA)

State of Michigan - Office of Management and Budget

State of Michigan - Office of Health and Medical Affairs

United Auto Workers (UAW) - Social Security Department

United Community Services

Vocational Rehabilitation Services

City of Detroit - City Planning Department
Community and Economic Development
Neighborhood City Halls

Metropolitan Detroit Hypertension Coalition

Metropolitan Detroit Health Education Council

Type of Data	Level of Aggregation					
	Census Tract	UCS Subcommunity	MDPH Service Area	County	Minor Civil Divisions	Other
Age Cohort	X	X		X	X	
Sex	X	X		X	X	
Percent Nonwhite	X	X		X	X	
Population age 60 and over	X				X	
Population age 65 and over	X				X	
Percent Dependency	X				X	
Mean and Median Income	X				X	
Number and Percent of Poverty Level Families	X				X	
Population Projection for 1980 by Age Cohort				X	X	
Population & SEMCOG Projections for 65+ Age Group (1970,1975,1980)			X		X	
Number of Nursing Homes (1973 State Plan)			X		X	
Number of Nursing Home beds per 1,000 population			X		X	
Number of Nursing Home beds per 1,000 population (Bureau of Health Facility-MDPH Directory)			X		X	
Number of Nursing Home beds per 1,000 population (1973 figures)			X		X	
Family Composition				X	X	
Average Family Size (and % of white & non-white)				X	X	
Marital Status of persons 14 years and over (percent)				X	X	
Live Births & Birth Rate by Age of Mother (1970)				X		
Inventory of Inpatient Facilities (1972) (Avail. for City/Town)				X		
Inventory of Outpatient Facilites (1972) (Avail. for City/Town)				X		
# of Admissions or Discharges, Patient Days, Occupancy rate of each of above listed IP Facility				X		
# of Outpatient Visits (ER & Other) for each of above-listed outpatient facility				X		
List of Nursing Homes			X	X		X CHPC Map designation
Information on Nursing Homes: year of data, # of licensed beds, # of existing beds or beds under construction, admissions/discharges, patient days, occupancy rate, # of unused beds, # of unused days			X	X		X CHPC map designation
Mental Health Facilities (1970-71) - Information available: type of control, total admissions to: inpatient care, outpatient care, partial hospitalization, type of services offered in facility (emergency, consultation & education , sheltered workshop, aftercare, halfway house)						X catchment area
Direct patient care M.D. Physicians by Specialty, Doctors of Osteopathy, and Dentists					X	X zip code
Emergency Medical Service Vehicle Resources by Location, Type and Age						X CHPC area

Type of Data	Level of Aggregation: Census Tract	UCS Subcommunity	MDPH Service Area	County	Minor Civil Divisions	Other
Survey of Hospital Health Personnel (Dec. 1974)-Information available on # of full-time employees, # of part-time employees, # of chronic vacancies, # of recent vacancies, recruitment variables (surplus, unqualified personnel, geographic location, shift, other)						X CHPC SEM area
Housing characteristics				X	X	
% of population by age-sex: medican age by sex, median age by race, dependency rate, migration patterns, mental status, age-sex distribution of head of household, mobility, education, employment, median household income by race, home ownership pattern, rate, mice and cockroach infestation, household size; immunization levels; General medical examinations; number of visits to the doctor; dental care; hospitalization; chronic conditions; denture wearing; use of corrective lenses and vitamin pills; family planning; cancer prevention (pap-smear test) information; proportion of smokers.						X Detroit Health Department areas

APPENDIX II

CENTER FOR RESEARCH ON SOCIAL ORGANIZATION
OF THE UNIVERSITY OF MICHIGAN

330 PACKARD STREET
ANN ARBOR, MICHIGAN 48104
AREA CODE 313: 764-7487

1 June 1977

TO: Otto Feinstein, Wayne State University

FROM: Olivier Zunz, University of Michigan
Center for Research on Social Organization

RE: Consultation on Neighborhoods

Any appraisal of the importance and function of neighborhoods in Detroit's history is a large and complex undertaking largely because it requires accessing a variety of demographic, socio-economic, ethnic, religious and housing sources of information that are not readily available. I can evaluate the importance of Detroit's neighborhood in the city's history based on work still in progress, only partially published. I think that one can reasonably make the following assessment:

The spatial arrangement of Detroit in the late nineteenth century was profoundly affected by the ethnic character of the new population. People who lived in geographic proximity shared several common characteristics and the confluence of these characteristics created distinct urban areas. Consider for example Detroit in the year 1880 (116,340 inhabitants). The distance from the river in the south to the northern boundary was only 3.5 miles on Woodward avenue. Most of the non residential activities, as well as the non familial types of residences, such as hotels and boarding houses, were concentrated in the center of the city. The business area was immediately surrounded by a primarily residential zone. Beyond this residential zone was the unused city, a very large, low density zone with many vacant spaces. Surburban settlement did not exist.

Residences, primarily located in the large concentric zone around the center, existed also in other parts of the city, even intermingled with industrial activities and spread in the vacant areas. They were by no means uniform or undifferentiated. Wooden houses dominated the east and west sides while about half of the houses in the center, around Woodward avenue were made of bricks. And stables were built next to these houses. The east side counted many craft shops, small unnumbered buildings on the back or the side of the houses.

There was a strong pattern of ethnic clustering in the residential areas of Detroit in 1880, especially in areas inhabited by four groups: American, Irish, Germans and Poles; 30 to 60% of their populations were clustered in one area. Thirty seven percent of the "American" families lived in the upper center, along Woodward Avenue. Forty percent of the Irish families in the city lived in the Irish West Side, or Corktown. Fifty two percent of the German families lived in the East Side, as did most of the Poles. The Near

East Side also had a strong mix of immigrants from Austria, Belgium, the Netherlands, Luxembourg, Switzerland and France as well as the small black population of Detroit. Elsewhere the city was more Anglo-saxon and Celtic, with the Irish on the West. Little ethnic concentration existed for English and Canadian immigrants.

There also existed a strong pattern of occupational clustering, especially seen in areas inhabited by low white collars in the near center, and by skilled craftsmen of the East Side. Ethnic concentration however was numerically and spatially more important than occupational concentration. Despite some important interaction between occupation and ethnicity, such as German skilled craftsmen or American low white collars, areas of high ethnic concentration counted all types of occupations, while areas of high occupational clustering, especially among low white collars, were inhabited by many different national groups.

Different group characteristics were reflected in these different areas. All the aggregate characteristics of Germans, Poles, Irish were reproduced at the neighborhood level. They tended to crystallize in each unit showing a high degree of geographic cohesiveness. For example, fertility was very high in these neighborhoods; and 30 to 50% of native German and Polish adults did not speak English. The Yankees also appeared to have had a high degree of geographic cohesiveness in the near center. Canadians and English were more dispersed and their aggregate characteristics less crystallized in the micro environment. The distance between the three main immigrant groups -- Irish, Germans, and Poles -- and the Americans was significant. Canadians, coming into Detroit from the nearby country across the river, and the English more often low white collar immigrants, were more easily integrated into the various parts of the city.

The two areas that showed remarkably little socio-ethnic concentration were the dense city center, which contained many different activities, and the relatively vacant periphery. They were both demographically incomplete areas, one almost empty, the other full but inhabited by an unusually large number of young male bachelors.

Some published information and many manuscript sources are available to the archival digger: Censuses, City directories, Manuscript Census Schedules, Assessment records, Land records, Building permits, Association Records, the Press, to quote a few. Methodologies to develop in order to study the history of neighborhoods are essentially ways of sampling and converting archival data into machine readable form for statistical analysis.

The historical study of Detroit's neighborhoods does not have direct policy implications but it serves a major role in understanding and assessing: What determines population clustering and how different forms of association take place. How the neighborhood unit character reflects real distances. How functional the neighborhood is, not only for the population living within its moving boundaries, but also as a spatial reference point for people outside it. If nothing else, the study of neighborhoods history shows that Detroit's neighborhoods were once well alive and functional during periods of great transformations in the city's population and economy.

To: Otto Feinstein
From: John Gutowski
Re: Neighborhood hearings

Literature in the Social Sciences and in the Humanities tends to represent urban culture in terms of behavioral patterns, traits, or emphases which corespond to ethnic, occupational, and class boundaries, but these writings rarely focus on territoriality as a dimension for culture. That assumedly homogeneous groups may differ in behavior depending on the neighborhood variable, that neighborhoods whose social composition varies in terms of ethnicity, class, and occupation may develop its own territorial subculture are assumptions that remain untested. An examination of these assumptions may provide us with some keys to understand the realities of urban life. One of these realities is neighborhood stability! At a time when cities and their neighborhoods are generally characterized by words like "decay," "blight," and "disorganization" we need to investigate the existing sources of neighborhood stability, the cultural mechanisms that promote cohesion, intimacy, beauty, and joy where people live. Studying the cultural traditions that humanize neighborhoods, that create neighborhood identity should receive our maximal attention.

For preliminary, illustrative purposes, we could examine three broad cultural spheres: play, art, and literature.

A move from one Detroit neighborhood to another is often accompanied by the adjustment of one's knowledge of the rules of living or playing. Upon entering a new neighborhood and participating in a pick-up game of touch football, the initiate quickly learns that "here we don't rush the passer," or "here we count 'one Mississippi, two Mississippi, three Mississippi' before rushing the passer", or "here we count 'one, two, three, four, five' before rushing", or "here we do [or do not] block the pass rusher after he has [or has not] counted. That football, basketball, baseball; kickball, slaughterball, hockey, hopscotch, hide-n-seek, and a host of other games are played out according to an amazing variety of territorialized rules is one small indication of how neighborhoods manifest their own cultural traditions.

Some of these traditions are retentions from an ancient past; some are new inventions necessitated by environmental change. A case in point might be the neighborhood where the the consequences of Dutch Elm disease have left unsightly tree stumps lining local front lawns. Neighbor one creatively decides to beautify the ugly by painting potting, and planting around the stump. Neighbor two, impressed by this innovation, immitates. So does a third. Eventually, the street blooms with a score of inspired art works.

Neighbors are also kept together by a body of narrative material largely confined to the area. Here we encounter legends, anecdotes, and jokes about heroes, villains, and fools, about edifying, amusing, and alarming incidents from both remote and recent past. Such stories abound in living neighborhoods, functioning as social controls and creating a sense of place in relation to personal happenings.

We need to know the how, where, when, and why of this playful, imaginative, and creative side of neighborhood life. To do so will teach us much about the processes of neighboring.In doing so we will more fully realize the humanistic implications of our project.

THE NEIGHBORHOOD AS CONSUMER

I'm sorry I cannot attend your Neighborhood Hearing Monday morning. Naturally I look at this primarily from the consumer point of view. I see consumer problems as a major contribution to the erosion of neighborhoods and the destruction of those qualities which make a neighborhood attractive and livable.

Detroit is not unique. In every major city, competitively priced supermarkets are closed or sold to individuals who cannot maintain the large volume price structure offered by the chains. Goods and services once offered at the center of city neighborhoods are now available only in the suburbs. The city dweller pays a premium price for auto insurance, theft protection, and home insurance--when we can get it. Mortgage redlining contributes to the destruction of perfectly good housing: the seller cannot sell and the buyer cannot buy unless a mortgage is available. Once flourishing commercial strips are vacated and boarded up, losing customers to the more attractive suburban malls, conveniently reached by the super highways that cut through the cities.

Early in 1970, in a two year period Detroit lost twenty-three percent of the supermarket outlets operated by the large chains. For the most part they were not replaced except for a few presently being built in newer locations by one company. This means that people in the poorer neighborhoods, where these stores have closed, become a captive market. Unless they care to drive some distance from their homes they have no choice but to shop at mama & papa stores or at less economically run and higher priced individual markets. Surveys taken from time to time have shown as much as a twenty five percent difference in price between suburban markets and central city small shopping outlets. One statistic demonstrates the hardship this imposes. In Detroit 26.5% of our families have no private means of transportation. In our lowest income neighborhood, the Medical Center area surrounding the Brewster-Douglas Housing project,

73% of the families have no cars. These people cannot move freely to more attractive shopping areas. They become trapped into a non-competitive, highly priced market. Those who can, move. Those who are left are the poor and the old, helpless victims of a closed situation.

I stress the difficulty of food shopping because it is the most irritating and the most serious for people on small incomes. Other necessities of life are as difficult to come by. In some neighborhoods it is necessary to take a bus downtown in order to buy razor blades, shoe laces, or small hardware items that are needed to maintain a home in good working order.

There are other consumer irritations for the city neighborhood consumer. A man whose car was damaged in an accident was told by his insurance adjuster that he had to take his care to a distant suburb in order to have the repair costs evaluated and authorized. I purchased a clock radio. It died while under warranty. I had no difficulty getting the merchant to admit responsibility. The difficulty laid in getting the repair. The "authorized" service store was in a suburb twelve miles away, opened from 8 to 4, Monday through Friday, I therefore had to add the cost of my time away from work to the original cost of the clock radio in order to keep it functioning. These services used to be available in one's own neighborhood.

Last year the Consumer Nutrition Institute sponsored a conference on "The Food System in the City"--in which community leaders, supermarket operators and consumer activists were called together to discuss some of the problems I mentioned above. I am enclosing a paper presented at that time by Dr. Gordon Bloom, as well as a copy of the response I gave as one of the panelists.

A second conference was called in March of this year by the Joint Center for Political Studies. In the

interviewing year, there have been many experiments designed to cope with the problem. The most interesting is the example set in Chicago, by The Woodlawn Association working with a major Chicago chain, Hillman Brothers. For the past few years they have been operating a community owned store, managed by Hillmans, an experienced chain. The store is called Two-Hillman. Hillman provides the buying power, the professional expertise and the products available through Hillmans in a store which has the ownership and support of a well based community organization. Many of the problems of inner city store management seem to be avoided by the fact that the store does belong to the community; conversely where community cooperative stores have foundered because cooperatives lack professional expertise, in this case the back-up of an experienced chain has kept it going. The store has operated successfully for a few years and a second will be opened shortly.

A number of other cities have watched this experiment. They are preparing to duplicate it. A shopping center will be opened shortly in the heart of one of New York's most depressed area, Bedford-Stuyvesant run in conjunction with Pathmark, a large New York chain. A similar community-chain operation will shortly be opening in Washington, D. C.

That is one possible solution requiring considerable funding, a well based community organization and socially oriented commercial assistance. Another is to arouse some sense of social responsibility in an existing company. Jewel Tea Company, which had begun to abandon many of its Chicago stores recognized that it had a responsibility in maintaining the economy of the city itself. They have made a special effort to rehabilitate inner city stores. Though they operate at a lower profit margin than suburban stores, they do return enough of a profit to keep them viable. A third possible solution is to set up clusters of small businesses under one roof or in one area, possibly under city sponsorship--something like our Eastern Market but with individual stores under one roof rather than open stalls. These would provide good strong commercial centers without requiring a great deal of expertise or outlay on the part of small businessmen, thus offering the convenience of centrally based total shopping and at the same time making it possible for minority or small enterprises to make a decent living.

Esther Shapiro, Director
Consumer Affairs
City of Detroit

Ecology, Energy, and
Environment

7 June 1977

WAYNE STATE UNIVERSITY
COLLEGE OF LIFELONG LEARNING
DETROIT, MICHIGAN 48202 AREA CODE 313, 577-2400

MC GREGOR MEMORIAL CONFERENCE CENTER
495 FERRY MALL

May 20, 1977

Dear :

We would like to invite you to the Tuesday, 7 June, 1977 Hearing on Energy and Environment to be held at the Student Center Building, Hilberry Lounge (Wayne State University) from 9:00 a.m. to 1:00 p.m., and followed by a luncheon.

The concept of the Hearing is described in the enclosed NSF City-University...memo. The specific Hearing on Energy and Environment will consist of a number of papers on the energy and environmental problems facing Detroit as well as potential solutions.

The format of the Hearing is a short presentation of the papers and other statements, followed by interchange among the Hearing officer and the presenters as well as questions from the floor. After this you are invited to a luncheon where we will discuss what the next steps should be.

The Hearing Officer is James A. Anderson from the Wayne State University Center for Urban Studies. In the near future he will contact you with further details about the Hearing and your presentation.

Please fill in the acknowledgement form and return it as soon as possible.

Cordially,

Otto Feinstein

Otto Feinstein
Hearing Coordinator

OF:ws
Enclosure

Tuesday, June 7, 1977
Student Center Building, Hilberry Lounge
Wayne State University

9:00-1:00 p.m.

Mr. James A. Anderson
Center for Urban Studies
Wayne State University
Detroit, Michigan 48202

Mr. Benjamin Baskin
Wayne County Health Department
Air Pollution Control
1311 E. Jefferson Avenue
Detroit, Michigan 48207

Dr. Rodabe Bharucha-Reid
Environmental Studies Program
Wayne State University
201 Mackenzie Hall
Detroit, Michigan 48202

Mr. James Conway
Detroit Historical Department
City of Detroit
Detroit, Michigan 48226

Dr. Tappen Datta
Department of Civil Engineering
Wayne State University
667 Merrick
Detroit, Michigan 48202

Mr. Antenore C. Davanzo, Superintendent
Detroit Waste Water Treatment Plant
9300 W. Jefferson
Detroit, Michigan 48209

Mr. Anthony Freed
Deputy Administration
Water Board Building - 15th Floor
Detroit, Michigan 48226

Mr. Andre Furtado
402 Hiscock
Ann Arbor, Michigan 48103

Professor Corinne Gilb
Department of History
Wayne State University
Detroit, Michigan 48202

Mr. Michael Glusac, Exec. Director
Southeast Michigan Council of Gov'tms
Book Building - 8th Floor
Detroit, Michigan 48226

Dr. Eugene Glysson
Civil Engineering Department
The University of Michigan
Ann Arbor, Michigan 48109

Mr. Carl Harlow
Southeast Michigan Council of Gov'tms
1249 Washington Boulevard
Detroit, Michigan 48226

Mr. John Juskevice
559 Greenwood
Birmingham, Michigan 48009

Mr. Arnold Pilling
590 Lakeview
Birmingham, Michigan 48009

Mr. Frank A. Seaver
McGregor Memorial Conference Center
Wayne State University
Detroit, Michigan 48202

Mr. Michael Selak
Detroit Water and Sewerage Dept.
735 Randolph
Detroit, Michigan 48202

Mr. Robert G. Skrentner
Project Engineer
Detroit Water and Sewerage Dept.
735 Randolph
Detroit, Michigan 48226

Dr. Donald Stedman
Department of Atmospheric and
Oceanic Sciences
Research Activities Building
North Campus
The University of Michigan
Ann Arbor, Michigan 48109

Mr. Morton Sterling
Wayne County Air Pollution Control
Division
1311 E. Jefferson
Detroit, Michigan 48207

Dr. Richard Ward
Geology Department
209 Old Main
Wayne State University
Detroit, Michigan 48202

Mr. James W. Watts
Director, E.P.M.D.
City County Building - Room 513
Two Woodward Avenue
Detroit, Michigan 48226

SUMMARY OF PAPERS PRESENTED[1]

Mr. Anthony Freed

The Detroit Department of Transportation is primarily involved in the day-to-day operations of the transportation system and is not heavily involved in research activities. Although significant research has been done on some of the problems, the results and proposed solutions need to be "customized" for use in Detroit. In other cases, additional research is needed. Some of the problems identified include: 1) residential traffic; 2) strip commercial zones; 3) incentive for public transportation; 4) high cost of parking, and 5) streets versus people oriented use of space.

Dr. Tapan Datta

Although Detroit's problems are not unique, research results cannot always be implemented directly. The University has worked on some of the problems already identified with other cities and could be involved at several levels. Some approaches that have been successful in the past include: 1) student projects; 2) faculty research; and 3) joint proposals.

Mr. Ben Baskin

The Wayne County Air Pollution Control Division is primarily involved in the control of stationary sources of air pollution. In the past, the Division has consulted with the city on some problems. At the present time, particulate air pollution is a problem in parts of Wayne County, including Detroit. More work is needed on problems like fugitive dust and salt deposits becoming air borne that are not directly emitted from stacks, and not necessarily related to fuel combustion. The Detroit Waste Water Treatment Plant is located where particulate levels are high and therefore is of some concern.

Dr. Dan Stedman

One area for potential collaboration is in oxidant levels in the air over Detroit. It is not clear

whether or not this problem has been transplanted from some other area or is being created in Detroit. One helpful step would be the installation of oxidant monitoring equipment west of Wayne County to determine the magnitude of pollutants being transported into the region.

Dr. Richard Ward

One approach to helping ease the energy problem facing the City of Detroit is to use energy more efficiently. This approach enables the society to use less energy while maintaining or even improving the standard of living. In addition to saving energy, utility bills can be reduced significantly. For the fiscal year 1975-76, Wayne State University saved approximately $450,000 on its electric and steam bills through a computerized light and fan control system. Similar efforts could result in larger savings for the city.

Dr. Rodabe Bharucha-Reid

Many methods from the social sciences can be used to help achieve energy conservation and reduce environmental pollution, but in general, have not been fully utilized by the technologists. It is necessary to increase the awareness and understanding levels either in the work or home environment before individuals will respond to the pleas of conservationists. Some of the specific approaches include immediate feed-back, individually metered houses and/or offices, establishment of goals with rewards when attained in office or neighborhood situations, and competition between groups.

Professor Eugene Glysson

See attached paper

Mr. Robert Skrentner

See attached paper

Mr. Anthony Davannzo

The Detroit Waste Water Treatment Plant is a large consumer of electricity and natural gas which results in high utility bills. The first step in developing an energy conservation strategy is to determine exactly where and for what purpose the energy is being used. Although some work

begun in this area, more is needed. The staff of the plant will be increasing from 340 to approximately 900, ultimately. A major training program that includes basic skills is needed and the university should be able to play a major role. A better mechanism is needed to enable the university to work for the city, either directly or through grant funds.

Mr. Carl Harlow

The Southeast Michigan Council of Governments is involved in many of the energy and environmental problems facing the city today and could be very helpful in alerting either the city or the university to possible funding sources. Some of the city's problems, such as sludge disposal, also have regional impacts and SEMCOG could contribute in these areas.

Professor Arnold Pilling

The city has a wealth of archeological resources that need to be considered before new construction destroys them. The city is in need of an overall plan detailing what is already known and how to proceed in the future.

Mr. James A. Anderson

The College of Engineering and Center for Urban Studies has been involved in air and water pollution modelling for several years. Many of the needs expressed by Messrs. Selak, Skrentner, and Davannzo already exist at the university and are available for immediate use. While most of this kind of work has been done by consultants in the past, funding agencies need to take a better look at the resources of the universities and their potential ability to play a "consulting role." In addition, the university is developing new approaches and programs to meet the needs of individuals interested in working on the complex urban problems. The new Urban Studies program could be a partial answer to the training program needs at the Waste Water Treatment Plant.

(Note: Complete papers are available from James Anderson, Director, Ethnic Studies Division, Center for Urban Studies, Wayne State University, Detroit, Michigan 48202.)

COMPUTER MODELING NEEDS
DETROIT WATER AND SEWERAGE DEPARTMENT

R. Skrentner & M. Selak

Introduction

The City of Detroit, Water and Sewerage Department (DWSD) provides potable water to approximately four million persons within an area of about 880 square miles and collects wastewater from approximately 3.2 million persons within an area of about 650 square miles. To provide this type of service, an extremely large and complex distribution/collection/treatment system has evolved over the past 125 years. In the City of Detroit alone, the water system contains 3400 miles of mains, five treatment plants and 19 booster stations. The sewage system contains almost 3000 miles of sewers, one treatment plant and eight pump stations.

During much of the development of the system, such issues as energy conservation, the environmental impact of urban sprawl, and labor costs had little impact on design. It has been only within the last decade or so that planners and designers have been cognizant of these constraints. Thus, many existing facilities are energy and/or labor intensive. Others make a significant pollutional contribution to the environment partly because of increased urbanization.

A major problem area is the determination of the optimal operation of existing facilities to minimize energy and manpower used and the pollution contribution. A second concern is the selection of the most cost-beneficial alternative for new facilities construction or replacement facilities. Several specific problem areas are outlined below.

Combined Sewer Overflow Control

The City of Detroit has a combined sewer system. In this type of system, sanitary wastes from households and industry are conveyed to the treatment plant through very large sewers. During periods of rain, run-off from streets, buildings and yards enters these same sewers and is mixed with the sanitary wastes.

Because the treatment plant has limited capacity and in order to prevent street and basement flooding, the combined flow is discharged into both the Detroit and Rouge Rivers. Because of increased urbanization, combined sewer overflows are now considered to be a major source of water pollution.

To reduce this pollution source, it is necessary to first determine both the quantity and quality of the combined sewer overflow. A method which appears to be the most economical is the use of computer models such as the EPA Stormwater Management Model. Various optimization routines could then be applied to the results to define the most cost-beneficial construction program and system operation.

Computer modeling of such a complex system as DWSD's requires a large computer system and specialized engineering and applied mathematical skills which are not readily available at the DWSD.

Water Distribution and Wastewater Collection System Operation

In 1962, the DWSD began to remotely control several water system booster stations. More water stations were added and, in 1968, most of the wastewater collection system pump stations were converted to remote control operation. Currently, all major wastewater pump stations and water system pump stations are remotely controlled from the Water Board Building. The purpose of the centralized control was to reduce manpower needs and to provide for a more coordinated system operation.

Although a small computer system is used to monitor the system, all control actions are performed manually based on experience. Approximately 8-10 years of training is required before an operator fully understands the ramifications of his control actions. Computer assisted operation is needed. This would include such tasks as load shedding, power use minimization, report generation as well as normal control functions. The computer could also be used as a training aid and for maintenance scheduling and inventory control.

As a first step in implementing a relatively sophisticated control scheme, it is necessary to develop system models. As in the case of combined sewer overflow control, sophisticated modeling is required.

Wastewater Treatment Plant Control

The DWSD uses a computer system to control flow through its Wastewater Treatment Plant. Although this system enables operators to control plant flows and to coordinate plant operations more easily it does not perform anticipatory control based on sewage quality.

Computer models of the various unit processes at the plant could provide immediate benefits in the following areas:

1. Operational analysis of the existing unit process efficiency.
2. Engineering analysis of proposed process modifications.
3. Training of plant operations staff.
4. Minimization of energy use.

As the state-of-the-art in on-line analytical instrument allows for reliable anticipatory control, the models could be modified to provide this function.

Sewage treatment plants consist of many sub-processes employing chemical, physical and biological treatment. To model these sub-processes, a multi-disciplined approach is necessary. It is unlikely that any organization other than a university can provide such a broad range of expertise.

Conclusion

Many consulting firms throughout the country offer services similar to those which would be required for the type of work outlined. However, it has been DWSD's experience that local firms tend to be more productive. The personnel are familiar with the area and with the attitudes of its citizens. Communications and logistics problems are minimized.

Most local consulting firms on the other hand, cannot afford to specialize to the degree required for modeling work. Likewise, DWSD must maintain flexibility in personnel utilization to suit current needs. Thus, the DWSD is limited in the application of available state-of-the-art modeling techniques.

Universities and other research groups are continually revising and improving these techniques. However, much of the work is never applied to the so-called 'real world' because of lack of funds or lack of interest.

It would appear to be mutually beneficial to bridge this gap.

SOLID WASTE - AN ENERGY PLUS OR MINUS

E. A. Glysson
University of Michigan
Civil Engineering Department

The solid wastes being generated in our population centers constitute both a significant cost and a possible source of energy for the community. Solid waste management like most other problems is not all good and not all bad but rather some of both, depending on many variables peculiar to a given situation. In other words, no single simple solution will apply to every case.

Since this discussion includes concern for "Ecology, Energy and Environment," it is the intent of this summary to attempt to evaluate the management of solid waste from the source to final disposal in terms of the energy gain or loss, at least in a qualitative way. All the methods being discussed imply use of the best practical technology towards protection of the environment.

Collection of the solid wastes is the first contact that an agency other than the generator has with the waste. In general, collection is energy negative due to the need for collection trucks and manpower. This negativeness can be minimized by using the most efficient types of vehicles available (i.e., one-man side loading compactor trucks for single family residential, curbside collection) which increases the productivity of the work force and reduces the number of collection vehicles needed.

The careful location and design of transfer stations is another way to reduce the energy requirements of collection by reducing the off-route time needed for emptying collection trucks. By increasing the available collection time of each truck, fewer trucks are needed for collection. Some of the energy advantage gained by use of transfer stations will be lost due to the need for special transfer vehicles to transport the collected refuse to the final disposal point. These vehicles are especially designed for this purpose and are more efficient than the collection vehicles, however. The operation of the transfer station should also be included.

If transfer stations are being considered, then the possibility of central processing at the transfer point or elsewhere should be investigated. Such processing may include shredding and/or baling. Controlled combustion of the material is another form of central processing.

As a general rule, the less energy put into the processing and handling of refuse commensurate with its satisfactory disposal, the more efficient the system.

Shredding of refuse results in the production of a more homogeneous material, making it easier to handle and process. Refuse derived fuel (RDF) is the result of shredding, magnetally removing ferrous metals and air classifying mixed refuse. This material can be burned as a supplement to coal in certain types of steam generating boilers. Energy expenditure for shredding and subsequent separation is unnecessary if the refuse is to be burned as the sole fuel in a heat recovery process employing mass burning in a water wall furnace. The efficiency of the latter system being greater than the former, since less energy is lost in processing. Selection of the combustion method is influenced greatly by the availability of a customer for the product produced. It must be recognized that large financial investments in physical plant and equipment are required, necessitating long term commitments between all parties concerned in an energy recovery operation.

Shredding and baling prior to land disposal are energy negative, being justified to some degree by the improvement in landfill operation and reduced environmental impact. Such processing may be the only means by which a landfill site may be obtained in the area.

Final disposal of all residues under today's standards by process of elimination, is to the land. Sanitary landfills must continue to provide for the disposal of all unusable residue from all of the various environmental protection operations as well as solid waste operations. The sanitary landfill is energy minus as compared to the open dump, but when considering all the environmental factors involved, is well worth the cost. To be efficient, a sanitary landfill must be

operated so as to develop the maximum volume possible within environmental limits and to utilize that volume to the greatest extent possible. Processing, such as baling and, in some cases, shredding may assist in such operation.

Disposal of other residues such as sludges from waste treatment plants by landfilling with refuse is being considered in some areas and practiced in others. Several problems arise from such disposal from the environmental standpoint. While energy-wise, such disposal is negative, it may be less negative than the alternatives. There remains the continuous question of the possible adverse environmental effects. To a great extent, the moisture content of the sludge is a key factor, since many of the environmental concerns are related to the migration of pollutants.

There is the question of the recovery of energy vs. humus content of sewage sludge that may have an influence on the choice of processing of such sludge. The humus content may be developed for recovery through aerobic composting. Composting of undigested vacuum filtered sewage sludge is slightly energy negative and becomes quite negative if the sludge must be transported for any distance to another site. The final decision must be based on comparing the energy involved with using equal amounts of other humus materials plus the necessary disposal of the sludge.

Energy recovery from sewage sludge may be accomplished in two ways. One is by dewatering and direct combustion. This is the most direct and most efficient method, but the energy must be used immediately. The other method is through anaerobic biological conversion to methane. This method is less efficient, but results in the production of a gas which can be transported and stored.

These methods can also be applied to municipal refuse but are much more energy negative.

Management of solid wastes, both refuse and more recently, sludges in general, must be considered as energy negative. We must carefully select those alternatives which are the least negative but which provide us with the degree of environmental protection required.

Cultural Development and Cultural Action
and
Social History as Cultural Action

7 June 1977

WAYNE STATE UNIVERSITY
COLLEGE OF LIFELONG LEARNING
DETROIT, MICHIGAN 48202 AREA CODE 313, 577-2400

MC GREGOR MEMORIAL CONFERENCE CENTER
495 FERRY MALL

May 20, 1977

Dear :

We would like to invite you to the Tuesday, June 7, 1977 Hearing on Cultural Development and Cultural Action to be held at the Student Center Building, Hilberry Lounge (Wayne State University) from 2:30 to 5:30 p.m., and followed by a dinner.

The concept of the Hearing is described in the enclosed NSF University-City... The specific Hearing on Cultural Development and Cultural Action will focus on two papers -- Cultural Action and Cultural Development, and Social History as Cultural Action, both of which will be mailed to you next week.

The format of the Hearing is a short presentation of the two papers and then the group will split into two, followed by some additional presentations and responses to the papers. The floor will be opened to discussion and questions. After this the two groups will briefly reconvene and you are then invited to dinner where we will discuss what the next steps should be.

Please fill in the acknowledgement form and return it as soon as possible.

Cordially,

Otto Feinstein
Hearing Coordinator

OF:ws
Enclosure

CULTURAL DEVELOPMENT AND CULTURAL ACTION

Tuesday, June 7, 1977
Student Center Building, Hilberry Lounge
Wayne State University

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Executive Director
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Mr. Leon Atcheson
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Detroit, Michigan 48226

Mr. Francis Blouin
Bentley Library
The University of Michigan
1150 Beal
Ann Arbor, Michigan 48109

Mr. Eric Bockstael
Belcrest Hotel
5440 Cass
Detroit, Michigan 48202

Mr. William Bryce
80 Ferrand Park
Highland Park, Michigan 48203

Mr. Michael Clear
3529 Greusel
Detroit, Michigan 48120

Ms. Alice Dalligan
Burton Collection
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Mr. John J. Dewitt
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Senator Jack Faxon
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Cultural Action in the City

National Science Foundation - City-University Consortium

Hearing on Cultural Development and Cultural Action

June 7, 1977

In order to have a serious discussion on cultural development and cultural action, one must understand and accept that the very idea of culture in our contemporary society is changing. Delegates at the Intergovernmental Conference on Cultural Policies in Europe (Helsinki, Finland, June 19-28, 1972) described this change as follows:

> "In contrast to the traditional view which confined education to schools and limited culture to the arts and letters, the tendency now is to take a view of culture enlarged to embrace the individual's whole way of life, of being and of acting. Opposed to the old concept of culture as a system of knowledge drawing most of its content from the past and to which access was by selection, are the new concepts of culture as a living experience and of life-long education, available to all in accordance with their individual aspirations and attitudes."[1]

One could sharpen this contrast and enrich this new view of culture by adding that, in cultural action, when one talks about culture, one must refer to living culture; that is to say the effort made by men and women to give meaning to what they do. It is only in relation to this culture in action that a particular aspect of the cultural heritage really may give meaning and bring about some clarification on the world. Cultural action does not advocate nor does it imply a refusal of the heritage, but it is on the basis of an effective involvement in the present that we can seriously question the past and project the future. In this sense, those of us who have acquired "culture" (restricting notion of culture) are no better off than the others: it suffices to evaluate on the one hand who we are, and on the other what we do. The more we treasure our acquired knowledge and the more we are preoccupied to be better informed, the more also do we seem to give up using our knowledge to invent, to create, and to act.

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[1]United Nations Educational, Scientific and Cultural Organization, Document SHC/EUROCULT/4, Paris, 30 March 1972.

Living culture is not the humanities, nor is it the fine arts. It is not the culture of the 17th century "honest man" who could imagine himself to be fully in tune with the artistic and intellectual production of his time; it is not the culture of the contemporary scientist, more and more obliged to close himself up in a particular branch of his sub-specialty if he wants to maintain his monetary value in the system. Living culture can only be thought of in terms of human relationships and daily life in the heart of our cities. This does not mean that one needs to burn Shakespeare. But if one is about the business of increasing the possibility of each one of us to be more effective citizens, then the problem is to see to it that people can communicate with each other in an on-going dialogue across all cultures, professions, and social classes. A permanent effort to provoke communication and an effective participation in the daily life of our city and society, cultural action of course requires cultural activities of all kinds. But the only chance that cultural action has to fulfill its objective requires that all of these cultural activities must take into consideration the multiple dimensions of the society. Without this constant effort to incorporate the multiple dimensions of human activity, to provoke all kinds of interaction, one would soon find oneself in a "cultural train station" through which come all kinds of trains, none of which really stay, or one will find oneself in a "cultural housing project," in which each apartment would be dedicated to a certain type of activity but in which the users would not know each other.

It is fine for various institutions to offer people, and particularly the young, the possibility to play ping-pong, or to learn photography or judo. But a more serious and profound question to ask is whether, during these various activities, more or less compartamentalized, one makes an effort to create relationships among these people to the point where they are able to start grasping together their personal problems and their common problems. Failing to do this, one will only end up by reinforcing among them the current social conditioning (hobby, gadget), favoring radical individualism, the "do it yourself" syndrome.

No human behavior can truthfully contribute to a transformation of the structures as long as it remains punctual, one-dimensional and without any relationship with the problems of the community, the polis. Perhaps the only function of the great feasts of the past was to provide men with an occasion to express symbolically,

from time to time, freedom and joy incompatible with their daily existence, but at least those feasts were collective phenomena. Today, the feast has disappeared, what remains is entertainment - too individualistic to enable the society to regain conscience of itself, and too conformistic to provide its members the moment of personal rest, of personal respiration, fresh air, breath, that each one of us needs, from time to time.

Evolution of the Concepts of Cultural Action and Cultural Development

Cultural development and cultural action are recent concepts. They were developed in Europe, primarily in France, in the immediate post-World War II period. Cultural development, now generally upheld as one of the main tasks of modern society, is considered of equal importance to social and economic development.

In the early period, cultural development dealt essentially with democratization of culture with its two implicit assumptions: first, only "high culture" is worthwhile; secondly, once the people and the works are brought face to face, cultural development would follow. These two principles carry with them as a corollary that priority should be given to professional artists and to de-centralization of the major cultural centers. The assumption thus being that the whole package would provide an increased access to culture for the total population.

After nearly twenty years of experience, the implementation of this first formulation of the concept proved ineffective, as demonstrated by the dissatisfaction and the lack of involvement of large sectors of the population.

This realization brought about a new definition of the concept of cultural development and cultural action: cultural democracy. This concept implies that cultural life is made up of sub-cultures, each having its own mode of expression. The idea here is to promote expression of particular sub-cultures, and relate them to other sub-cultures, some of which play a more dominant role in a society. Francis Jeanson, French philosopher and former director of Maison de la Culture, at Bourges, explains the matter as follows:

> "[Cultural democracy] doesn't go so far as to condemn out of hand a cultural past on which it is itself dependent and whence it draws its deepest motivations. On the contrary, its aim is to arrange things in such a way that culture becomes today for

> everybody what culture was for a small number of privileged people at every stage of history where is succeeded in reinventing for the benefit of the living the legacy inherited from the dead; that is to say, each time it was able to assist in bringing about a deeper sense of reality and closer bonds of communication between men."

According to Jeanson, the point is not to increase the size of theatre audiences or the number of visitors to museums, but of 'providing those hitherto excluded from traditional culture with the means of cultivating themselves, according to their individual needs and specific requirement."[2]

Summarized, a comparison of these two concepts of culture would look as follows:[3]

	DEMOCRATIZATION OF CULTURE		CULTURAL DEMOCRACY
Principles:	Mass distribution of high culture Study of past achievements Only elite culture is of value Anyone who is exposed to elite culture will begin to seek it out	Principles:	Encourage each subculture to develop, express itself, and produce leaders and artists Culture is in the process of becoming Promote self expression, communication and participation More active and creative lives for everyone
Methods:	Major institutions Preserve and recreate great works Provide passive entertainment Try to attract large groups of people	Methods:	Decentralized--local Appeal to small groups Cultural activity as a continuing process of education for everyone Central concern for the needs of the public, not the preservation of "works"
Facilities:	Centrally located Massive and formal Unflexible, permanent	Facilities:	In outlying areas Flexible--for many uses Local halls, locations in many communities

(continued)

[2] in A. Girard, Cultural Development: Experiences and Policies, UNESCO, Paris, 1972, p. 54.

[3] Prepared by Mary Lee Field, University Studies/Weekend College, Wayne State University, and based on A. Girard, op. cit.

(continued)

DEMOCRATIZATION OF CULTURE		CULTURAL DEMOCRACY	
Personnel:	University trained Administrative experience Preservers	Personnel:	Cultural worker-animator Experience in unions, youth groups, politics No need for university training Main function is to encourage creativity--not to preserve works from the past

The most recent definition of the the concepts of cultural development and cultural action proposes that the only objective of cultural action is to provide men and women with the maximum of means to discover together their own humanity. The notion here is that it is necessary to awaken, in the heart of our cities, the civilizing function, the one which advocates for each one of us in each of our neighborhoods being a full citizen demanding meaning in life, capable of personally contributing to the administration of the collective and to the creation of its values.

This latest development stems from the realization that the system under which we live is based on the most pernicious form of delegation of power, i.e., the power of giving meaning. When a society, such as ours, is so profoundly conditioned by profit and the sole idea of "production-consumption," it is not surprising that most members of the society find it difficult to formulate and sustain personally any demand regarding the meaning of their own insertion in the society. This situation creates an amazing division of labor: a small number of people trying to give meaning to the lives of all the others.

The postulate here is that everyone is in fact involved. However, only a small minority of people are in the position of contributing to the decision-making process which defines the present and commits the future of a society. To a situation which is so radically unbalanced, no useful answer can be provided simply by the establishment of new social structures, whatever their merit may be, when compared to existing structures. Indeed it is not sufficient any more to "show" people the theoretical advantages of a particular social structure. The point is that an increasing number of men and women must have the opportunity to imagine, create and develop the social structure in which they will have to live.

It will be clear by now that the above three definitions of cultural action and development do not exclude one another. On the contrary, they complement each other. Combined they can satisfy the multiple aspirations of each one of us.

The Means - Cultural Worker

The implementation of cultural action in our cities requires first and foremost human means. It is people who can, day after day, give meaning to an action of this type and importance. Nothing of course guarantees that the technical means, also necessary for the implementation of cultural action, will follow. But even though we should be concerned with these technical means, we cannot go to the point of wishing that they precede the necessary human means.

The human means, in cultural action, are foremost the members of the group in which the cultural action project will take place, and in particular those members who already manifest in their own group a demand for life, human relations, communication, dialogue, participation. The phenomenon of self-animation occurs spontaneously in every society. However, as it has been observed by myself and many others active in cultural development and action, these volunteers of cultural action confronted with the daily problems and difficulties this type of work creates, suffer from isolation and often succumb to discouragement.

There is a need for permanent cultural workers (or cultural animators) whose full-time activity is devoted to cultural action.

In all of the literature consulted or in the experiences that I or others have had in cultural action, there cannot be found a complete and comprehensive definition of the cultural worker-animator, an emerging profession which exists in most European countries and some countries in Africa and Latin America. This difficulty in definition stems primarily from the multiple and ever-changing situation in which a cultural worker-animator may find himself/herself, as well as from the newness of the function and occupation. This difficulty of defining new functions in social life and hence, new occupations, are not peculiar to culture, as it pointed out by Agustin Girard: "In California in 1970, one job in three had no equivalent thirty years ago. Hence it is quite natural that new types of jobs should appear to satisfy new social requirements."[4]

[4] A. Girard, op. cit., p. 60.

However, experience, analysis of the social reality and acceptance of cultural action and development as discussed earlier, should enable us to formulate some of the qualities required of a cultural worker-animator and some of the activities he or she should carry out.

The competence of the permanent cultural worker-animator can be measured in his capacity of developing means, together with the group in which the cultural action project takes place, which will increase the number of voluntary workers. No group of cultural workers, however well organized it may be, can carry out the cultural action work in a city. The main activity thus of a cultural worker is to uncover and sustain the action of an increasing number of relay-animators, solely capable of promoting among the inhabitants a true phenomenon of cultural action. In this capacity the cultural worker is truly a creator. Indeed, if one of the objectives of cultural action is to establish relationships between people and the artistic creation, cultural action is itself creation from that moment at which it is successful in establishing relationships between people in the community. However, we ought to remember that people today have less need for models than for situations which allow them to express themselves. The artistic work is less important than the fact of communication, i.e., the sharing of something.

Ideally, the cultural worker would also be a creative artist who would communicate the "spirit" itself of the creative process: how does it work; how is it put together; where does it come from; what does it mean.

A creator, the cultural worker must also be a mediator, assisting in the "de-coding" of inherited culture and in the distribution of traditional works. He must be a concrete person working with concrete people, a person who is not selling something, be it art, but who awakens a desire for encounter and confrontation between members of a society (not only cross-cultural and cross-class, but also within a culture and social class, the latter not necessarily being the easiest). He also must be a person capable of feeling as well as thinking, of desiring immediate human relationships; of diplomacy and combativity; of intellectual rigor as well as practical flexibility, patience and impatience....There is no end to enumerating the contradictory qualities required of the cultural worker.

In practical terms, the cultural worker needs to listen carefully to the demands and aspirations of the community in which he or she works; must assist in enhancing the traditional cultural patterns of that community and use whatever means necessary to promote this enhancement -- be it in the area of dance, music, upgrading of the environment, forms of verbal expression (for example, story telling) -- while at the same time help in the understanding of the cultural heritages other than that of the community in which the project takes place. He needs to help invent new forms of culture, re-fashioning the cultural environment as vigorously (but more carefully) through cultural invention as the physical environment has been transformed through technical invention. One could imagine, for example, that the work of the cultural animator would bring about the invention by a community of new systems (or rediscovery of existing systems--Eastern Farmers' Market) within which people in cities can celebrate, express their views and feelings.

It should be clear that in any discussion leading to the development of a policy of cultural action, careful consideration should be given to the cultural worker. While some advocate that he/she should have received a university training, it certainly should not be a pre-requisite. There are certainly many people who are indeed involved in this kind of work, and who do it well. They live in the community in which they work, know it well, have a deep empathy for it, and are committed to nurturing its growth in meaning.

Conclusion

Faced with the deterioration of the urban environment, depersonalization, and the difficulty of establishing human relationships and dialogue in our cities, it is mandatory that we take on the challenge of cultural action, as we have tried to define it here, with the means necessary to implement this action.

We are talking here about nothing less than making it possible for all of us to participate in increasing the quality of life, shaping our daily existence and discovering together our own humanity. Our task is to invent together the means by which we can create and sustain our living culture - to give meaning to all that we do.

Eric Bockstael
Wayne State University
May, 1977

Portions of this paper based on, Francis Jeanson, Action Culturelle dans la Cité, Paris, France, 1972.

SOCIAL HISTORY AS CULTURAL ACTION:
THE DETROIT COMMUNITY HISTORY PROJECT

The purpose of this hearing is to explore the possibility of developing a Detroit Community History Project. There are currently hundreds of individuals and organizations actively engaged in the study of aspects of Detroit history. This work includes: formal academic histories; historical buildings' preservation activity; the study of ethnic groups; a wide range of oral history projects; museum development; historical archeology; archival preservation and organization; geneology; the collection of hostorical data for projects relating to transport, land use, medical, legal, and social services delivery systems and a host of other apparently "current" problems; local neighborhood, parish, and community development projects; and business and labor studies with important historical dimensions. Such a list hardly exhausts the range of historical activity in progress. But the crucial fact is that most of it is carried on in isolation. This is true even among many of the professional historians and social scientists engaged in work on Detroit, but the communication gap between academics and other institutions and organizations and among the latter themselves is very wide. One "hears about" something going on and says, "I should get in touch with them sometime" and often that is the end of the matter. The human, archival, and organized data resources available in the Detroit area are immense, but the current state of anarchy in Detroit historical studies has seriously undermined their mobilization and utilization. It is hoped that university-city cooperation can change this situation.

I. The first goal of this project would be to create an informational clearing house. The following list indicated the kind of services that might be provided: 1) a register of projects with historical dimensions currently in progress; 2) a newsletter by which new projects would become known and discussions of the work accomplished would be made available; 3) the promotion of meetings, conferences, and assemblies through which individuals and organizations could be put into communication with one another; 4) the circulation of project reports and working papers reproduced under the auspices of the clearing house; 5) bibliographical

services, including a guide to the archives, public and private, of Detroit; and 6) day to day informational service provided by trained staff people.

II. The second function of the Detroit Community History Project (DCHP) would be to provide educational services. Professional historians and other social scientists would be made available as consultants in contexts such as the following: 1) expert assistance in the development of historical projects undertaken outside the university context. For example, in the public schools project (to be discussed later) they would help design the program and provide a framework for the standardization of information to be gathered by students. 2) The provision of methodological workshops on various subjects. For example: workshops on geneological research and archival use for school teachers; sessions on neighborhood history, organizational history, and historical preservation for community groups; or workshops on the use of church records in parish and neighborhood histories. Several models for such workshop programs exist. 3) Coordination and advertising of Detroit-related university courses offered by the Universities and Colleges in the Detroit area; provision of special extension courses devised by the Project steering committee. All such activity would be done in cooperation with existing organizations such as the Detroit Historical Society, the History Division of the State of Michigan, the City of Detroit Planning Commission, and museums of the Detroit area. Indeed the Project could provide an important service in advertising the activities of these organizations.

III. The third major function of DCHP would be the maintenance of a centralized data bank on the history of the Detroit area. There are several existing organized data pools in machine-readable form (e.g. SEMTA materials, census tract data since 1940 (WSU Center for Urban Studies), the data generated by Olivier Zunz for the period 1870-1920). An inventory of all data sources should be undertaken and a brochure indicating the uses of such information be made available.

IV. The first three catagories of activity that we have discussed are service functions that the university and the city together might provide for the community. The core goal of DCHP, however, would be to stimulate a historical awareness among Detroiters, a deeper understanding of the context in which they lead their lives. Moreover, this is not to be history provided <u>for</u> people, but, in

large measure, history done by them. Throughout our previous remarks runs the assumption of widespread community participation. The most important consequence of a project such as this should be its impact on how people perceive their community. While written studies, films, oral history recordings, museum displays, preservation and restoration projects, etc. carried out by professionals can contribute significantly to this end, the focal point of DCHP is "do it yourself" history which will contribute both to the participating individual's or group's self-development and to the general growth of historical knowledge about Detroit and its relationship to the wider world. The function of DCHP would be to coordinate and inter-relate these "amateur" efforts to build a composite picture of Detroit's past. The public schools project, to be discussed by Dr. Jefferson at this hearing, is a concrete example of how this process might work. School children working on block histories, the history of their house or apartment building, local business histories, geneologies, etc. under the direction of teachers trained through Project publications and workshops and seeking, besides their own unique story, certain uniform information that would become data for the composite history of Detroit, would thus be active agents of and in history. The concept of "social history as cultural action" could not be more clearly defined. Such participatory history could be extended to an almost limitless number of contexts: churches, ethnic groups, neighborhood organizations, Detroit area businesses, labor organizations, city organizations and institutions, cultural groupings of various kinds, etc. The methods of social history, geneology, oral history, historical archeology, historical geography and other related fields, taught by project experts but on the basis of creative interchange with participants, would provide the tools of analysis.

There is little question in our mind that a project along the general lines laid out in this proposal would be of basic significance in a Detroit Renaissance: "rebirth" has no meaning if you don't know where you've been in the first place.

On the practical level, we are proposing that the group assembled here and other interested parties come together to develop a grant proposal that will seek

funding for a feasibility study of substantial proportions. If such a proposal could be prepared by October 1977, a Detroit Community History Project could be off the ground by the Fall of 1978.

Richard Place
Christopher H. Johnson

Department of History
Wayne State University

What follows is a proposal which has developed since the hearings and which is one item of the June 24th meeting.

A community history project presents a rare opportunity to develop ties of cooperation between the university and the city and to create new ones. Such a venture, of necessity, has a dual nature: the communal and the academic. Much of the creativity required of such a project will be to insure a balanced, coordinated approach by both arms.

Therefore, as a first stage, we propose the setting-up of an academic and a community arm, each under a coordinator. During the first year, these co-equal arms would lay the groundwork for the comprehensive study of the Detroit community. The academic activity would center on a year long seminar devoted to the study and development of sample techniques suitable to our study. The community arm would hold a series of workshops which would provide the skills to community people needed to allow them to function as cultural action workers. The workshops should carry academic credit for those who need or want it. At the same time, the coordinator would develop contacts with the interested institutions, neighborhoods, social groups, and individuals of the Detroit community. The community coordinator would work to integrate the existing bodies into the project and to formulate new ties with groups not presently involved in community studies. At the end of the year the two arms would come together to implement the general project.

The two coordinators must work together closely if the project is to succeed on both the academic and the community level. The type of person required as academic coordinator is one that we, in the university, are fairly familiar with. The community coordinator requires a type which is less usual and is relatively new to the university world. This person should have both academic competence and the ability to enlist the community's efforts in the enterprise. He or she must be at home in, and responsible to, both constituencies.

If successful, we look to a fruitful union of quantitative and more traditional methods of research, of professional and amateur, and, last but not least , of the university and the community.

Urban Life Cycles

8 June 1977

WAYNE STATE UNIVERSITY
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MC GREGOR MEMORIAL CONFERENCE CENTER
495 FERRY MALL

May 20, 1977

Dear :

We would like to invite you to the Wednesday, June 8, 1977 Hearing on the Urban Life Cycles to be held in the Hoobler Lounge at Merrill Palmer Institute (71 East Ferry, Detroit) from 2:00 to 5:30 p.m., and followed by a cocktail party.

The concept of the Hearing is described in the enclosed NSF University-City... The specific Hearing on the Urban Life Cycles will focus on the attached paper -- Some Beginning Thoughts on The Urban Life Cycles.

We have asked you to think about what you have observed in your own work in relation to this idea and what fruitful areas of collaboration seem appropriate. If you would like to send in a written response we will distribute it at the beginning of the Hearing. Those we receive by May 25th, will be mailed to you in advance of the Hearing.

The format of the Hearing is a short presentation of the paper and other statements, followed by interchange among the Hearing officer and you the participant, and open to question from the floor. After this you are invited to a cocktail party at which a brief resume of all the Hearings will be presented.

Please fill in the acknowledgement form and return it as soon as possible.

Cordially,

Otto Feinstein

Otto Feinstein
Hearing Coordinator

OF:ws
Enclosure

Wednesday, June 8, 1977
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URBAN LIFE CYCLES 23 May 1977

This is a very preliminary discussion among experts in child development, youth issues, family, mid-life and gerontology.

The purpose is to see if there is such a thing as an urban life cycle (or cycles) which emerges from our basic and applied research, policy and implementation work in the above four areas.

Should the concept of Urban Life Cycles prove to be reality-based, many advances in knowledge and practice would flow therefrom.

The purpose of this paper is to kick off this preliminary discussion. And to do it in such a way as to encourage us to consider the concept from the perspectives of our own work.

Assumptions Related to A Would-Be Concept

When we talk about child development, youth issues, family, and gerontology we are talking about bio-social phenomena.

> Is there a systematic change in the biological, the social, and their synthesis into the bio-social which we see in this urban and urbanizing society ?
>
> If so, what is it ? What does it seem to be from the child development, youth issues, family, and gerontology perspectives?

Child development, youth issues, family, and gerontology are major policy areas in this society. That is to say that these bio-social phenomena are domains of major bureaucracies. Students of bureaucracy have discovered developmental stages, related behaviors, and what seem to be life cycles inherent in these institutions.

> What is the interrelation between the dynamics of these institutions and the issues of child development, youth issues, family, and gerontology ?

In modern urban society the bio-social phenomena seem to have institutional loci; i.e. there is a synthesis between the bio-social and the related bureaucratic institution.

If there is such a synthesis,, what are its dynamics ?

What are the knowledge and action implications ?

Finally, are there some major typologies which arise out of these considerations related to ethnic, class, and other major differences within the urban world ?

If after discussing the would-be concept of Urban Life Cycles, we discover that based on our experience that there indeed is such a reality, what flows from this assessment ?

Would-Be Consequences of a Would-Be Concept

One of the key behavioral factors of institutions in the modern world is the annual budget, which provides the life blood for these institutions.

The fact that it is annual is based on tradition related to the agrarian life cycle, namely the annual harvest which was the basis of taxation.

What is the impact of the annual budgetary cycle on the behavior of institutions which are an integral part of the bio-social phenomena we deal with ?

Does it skew the institutional role in relation to child development, youth issues, family, gerontology problems ?

If the institutional phenomenon is internal to the urban bio-social phenomena, which problems are generated or aggravated by the annual budget factor ?

What can be done about this ?

Finally, what other factors within the bio-social , the bureaucratic, and their synthesis, have we noticed ? As we start to consider these and to compare our experiences does a systematic picture appear ?

Suggestions for the Hearing format

1. Are there additional questions we wish to ask ourselves in order to test the reality of the concept of Urban Life Cycles ?

2. In order to clarify the dynamics and components of the Urban Life Cycles ?

3. When these are added, let us give our responses from our experience, and see what we discover.

4. What are the policy implications of these findings ?

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The people on this roster received a general invitation to all of the hearings.